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SPHERE OF INFLUENCE STUDY

BRISBANE
DALY CITY
BAYSHORE SANITARY DISTRICT
COUNTY SERVICE AREA NO. 9
DIMOND PUBLIC UTILITY DISTRICT
GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT
SAN BRUNO MOUNTAIN: NORTHEAST RIDGE

SAN MATEO LOCAL AGENCY FORMATION COMMISSION · SEPT. 1979

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September 28, 1979

TO: Members, Formation Commission

FROM: Executive Officer

I am pleased to submit to you the staff recommendations for local agency sphere of influence designations in the Daly City, Brisbane, Bayshore Sanitary District, County Service Area No. 9, Dimond Public Utility District, Guadalupe Valley Municipal Improvement District, and San Bruno Mountain: Northeast Ridge vicinity. This staff report represents the Commission's continuing effort to analyze concurrently city and special district spheres of influence within a "community of interest".

The spheres of influence, after adoption, should be used by the Commission as one factor in making decisions on future proposals. The Commission may recommend governmental reorganizations to particular agencies in the county using the sphere of influence as the basis for such recommendations.

State law also calls for the Commission to periodically review and update these spheres of influence.

The careful reader will note that some information is repeated in various sections of the report. This was done in order to make each section stand on its own. We believe that it will make it easier for the individual who is only interested in one section to utilize the report with the greatest ease.

This study should also serve as a governmental service "report to the people" in the areas outlined. Too often citizens are unaware of what services governmental agencies provide at what cost. This study should stimulate public discussion about the provision and cost of these services to the citizens in this area.

Staff wishes to thank all of the many contributors of the county and city governments, special district staffs, private groups and individuals whose cooperation made this work possible.

I am confident that the information and recommended sphere of influence designations in this report will provide a basis for effective future decision making by the Formation Commission on proposed changes of governmental organizations in this area.

B. SHERMAN COFFMAN
Executive Officer

BSC/jb

SAN MATEO LAFCO

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Daly City, California

SPHERE OF INFLUENCE STUDY FOR BRISBANE, DALY CITY (Review and Update), BAYSHORE SANITARY DISTRICT (Review and Update), COUNTY SERVICE AREA NO. 9, DIMOND PUBLIC UTILITY DISTRICT (Review and Update), GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT, AND SAN BRUNO MOUNTAIN: NORTHEAST RIDGE

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IMPACT OF PROPOSITION 13

Spheres of Influence and Development Activity

Shortly before gathering and analyzing the information contained in this sphere of influence study, Proposition 13 was overwhelmingly approved by the California electorate. The State constitutional amendment limits property tax rates to 1 percent of full cash value and restricts assessment increases to a maximum of 2 percent per year. When evaluating the financial impacts of assigning a sphere of influence to any unincorporated territory, Proposition 13 must be given serious consideration.

The combined effect of the provisions of Proposition 13 can best be illustrated by a simple example. The property tax levied on a single-family home constructed in 1978 and worth $50,000 would have been about $1,500 prior to Proposition 13. After Proposition 13, however, the levy on the same home would only be $500. If the home's ownership does not change, its property taxes can increase by no more than 2 percent per year. After 10 years, for instance, the pre-Proposition 13 levy might have been $3,460; however, under Proposition 13 the tax bill will increase only to $600.

Before Proposition 13, a city with new residential development taxed all the assessed value from that development. No more. Cities and counties which received state "bail-out" (SB 154) funds are now required to share new development revenues with all governments in the county.

In short, Proposition 13 changed cost/revenue studies in three ways.

1. Property taxes used to average around 3 percent of a house's full market value. Now property taxes are around 1 percent of market value. So new development pays roughly 2/3 less in property taxes for roughly the same public services.
2. For several years, home prices and, therefore, property taxes were increasing faster than the high inflation rate. Now property taxes will increase at 2 percent per year, until the property is sold. Proposition 13 might cause people to stay in their homes longer; so the transfer rate might fall. But that is uncertain.
3. Governments with new development used to get all the new property taxes. This is no longer the case.

To find out how the numbers came out after Proposition 13, the State Office of Planning and Research (OPR) conducted a telephone survey of approximately 100 California cities. The results of the survey were published in May of 1979 in a report entitled, New Housing: Paying Its Way?.[1/] Ten of the surveyed cities reported that they had completed post-Proposition 13 revenue/cost studies. The results of the OPR study are shown on the next page. The overwhelming conclusion of these studies was that new residential development does not pay its way in the post-Proposition 13 world.

SUMMARY OF TEN COST/REVENUE STUDIES

	City	Project Size	Revenue Loss	Time Frame
1.	ANAHEIM	521 Single-Family 379 Multi-Family	$16-$35 Million	10 years
2.	CORONA	612 Single-Family	$600,000	5 years
3.	FAIRFIELD	997 Single-Family 347 Multi-Family	$600,000 $1 Million	20 years
4.	LOS ANGELES	$70,000 to $110,000 Flatland Homes	$300 Per Unit	Each year
		$140,000 Hillside Homes	$420 Per Unit	Each year
5.	SACRAMENTO	25,000 Single and Multi-Family Units Shopping Center and Office Complex with Assessed Value of $55 Million	$4.3 Million	Each year
6.	SAN JOSE	City General Plan	City-wide Reduction in Operating Standards	1979-80
7.	SAN JUAN CAPISTRANO	1,200 Residential Units	$468,000 with Development Fees; $2.6 Million without Development Fees	10 years 10 years
8.	SIMI VALLEY	250 Single-Family Units	Breakeven Because Project is Infill. Otherwise Substantial Loss	
9.	VENTURA	75 Different Projects with Over 4,800 Single-Family Units	Nearly All of the 75 Projects Lost Money; Only Exception Was Extremely Expensive Housing	Not Available
10.	VISALIA	City-wide Estimate of Average Costs and Revenues	$19 Per Person	Each year

1. Study included only property related services and revenues.
2. Assumes SB 154 allocations formula will not be changed.

Source: New Housing: Paying Its Way?, Office of Planning and Research, May 1979.

Since the Office of Planning and Research completed its study of the fiscal impact of new residential development in post-Proposition 13 California, the Governor signed AB 8, the State's long-term solution to local government and school financing. The bill provides for a moderate increase in the property tax base along with revenue growth potential in many areas. Some of the revenue uncertainty has now been removed and cities should be better able to assess the fiscal impacts of new development.

LAFCo staff consulted with the principal author of the OPR study to determine what effect the passage of AB 8 would have on the study's conclusion that new residential development does not pay its way post-Proposition 13. He informed staff that the analysts who conducted the ten-city studies were fully apprised of pending legislation that could change the property tax allocation formula. The general consensus among these analysts was that changes in the formula would not affect their studies' general conclusions. He further informed LAFCo staff that in his estimation the conclusion that new residential development does not pay its way in the post-Proposition 13 era was still valid in nine out of the ten studies cited.

Before AB 8, cities did not receive the direct property tax benefit from annexation of unincorporated territory. In this regard, Government Code Section 99 now reads as follows:

"99. (a) For the purposes of the computations required by this chapter;

"(1) In the case of a jurisdictional change, other than a city incorporation or a formation of a district as defined in Section 2215 of the Revenue and Taxation Code, the auditor shall adjust the amount of property tax revenue determined pursuant to Section 96 or 97, for each local agency whose service area or service responsibility would be altered by such jurisdictional change, as determined pursuant to subdivision (b).

(2) does not apply to annexations.

"(b) Prior to the effective date of any jurisdictional change, other than a city incorporation or a formation of a district as defined in Section 2215 of the Revenue and Taxation Code, the governing bodies of all agencies whose service areas or service responsibilities would be altered by such change shall meet to determine the amount of property tax revenues to be exchanged between and among such affected agencies. Notwithstanding any other provision of law, no such jurisdictional change shall become effective until each county and city included in such negotiation agrees, by resolution, to accept the negotiated exchange of property tax revenues.

"In the event that such a jurisdictional change would affect the service area or service responsibility of one or more special districts, the board of supervisors of the county or counties in which such district or districts are located shall, on behalf of the district or districts, negotiate any exchange of property tax revenues.

"During any negotiation period, all revenue from the annual tax increment attributable to the tax-rate area or areas within the territory subject to the jurisdictional change for the affected agencies and which has not yet been distributed to such affected agencies for the fiscal year or years in which negotiations take place shall be impounded. The auditor shall determine the amount or revenue to be impounded based on the statement received from the executive officer pursuant to subdivision (e). The auditor shall not allocate any such revenue until he or she receives notice that an agreement has been reached pursuant to this subdivision.

"Upon adoption of any resolution pursuant to this paragraph, the adopting agencies shall notify the county auditor who shall make the appropriate adjustments as provided in subdivision (a).

(c), (d), (e) do not apply to annexations.

In summary, in the case of an annexation the agencies affected by the change will mutually agree upon the amount of "base" property tax revenues to be exchanged. No jurisdictional change will become effective until each county and city included in the negotiations agree to the exchange.

The Effects of Proposition 13 on Service Levels

The major effects of Proposition 13 on service levels and future service areas may be summarized as follows:

- Particular services may be reduced or eliminated where an agency cannot recover lost property tax revenues through other means.
- Major capital improvements may be deferred or eliminated.
- The demand for urban services is not expected to change dramatically, since service demands are determined primarily by adopted land use designations and development pressures.
- An agency's ultimate service area, or sphere of influence is therefore not expected to change, unless stringent spending limits are established by the agency or an outside intervener.
- The cost for facilities to serve new development will be shifted to the developer and the homeowner to the greatest degree possible.

- Local governments will examine the costs and benefits of a proposed development more closely, and the rate and character of development may change accordingly.
- Annexation activity may be slowed, but probably not reduced.

These effects are discussed in more detail below.

Adjustments in Service Levels

With the passage of Proposition 13 both incorporated and unincorporated areas are assessed the same base property tax rate ($4.00 per $100 assessed valuation), yet may receive noticeably different levels and types of services. Many agencies have shifted toward enterprise, user fee, or other non-property tax related revenue sources so that residents pay in proportion to the range and level of services which they receive. Yet even with greater reliance on fees, some residents within a given agency may still pay a higher per capita cost for a given level of service than others. Not surprisingly, differences also will remain between the costs for a particular service in one agency versus another.

Unless an agency can regain sufficient funds through non-property tax related sources, it may be required to reduce existing service levels. Non-essential services such as park and recreation, libraries, and community education or art programs are among those services which have been most often reduced by municipalities in the wake of Proposition 13. While the cost of operation and maintenance can be expected to in-

crease over time, it appears that many agencies have deferred certain routine maintenance activities, such as street cleaning and repair, as a result of Proposition 13. Unfortunately, if deferred, these activities ultimately may be more costly to perform in the future.

For water, sewer and fire services examined in this sphere of influence study, it is unlikely that existing service levels will be noticeably reduced. Capital expenditures for upgrading or expansion of these services are normally large, visible, one-time expenditures. They may be deleted or deferred more easily than an agency's ongoing operating programs. Also, some municipalities and counties have considered imposing expenditure limits for future years, and such limits may well be adopted. If so, an agency's long-term operation and maintenance requirements may expand more rapidly than its ability to pay for new facilities or maintenance of existing facilities. Accordingly, an agency's ability to serve new areas may be limited.

Probable Ultimate Service Areas

While the 1 percent property tax revenue limit may restrict a local agency's ability to finance and construct new public facilities, the ultimate demand for a combination of urban services should remain unchanged where urban densities are now permitted under existing land use plans. In cases where new development is dependent upon the extension of service from a municipality (e.g. sewer), then the timing of such development may be delayed. In fact, according to OPR's re-

cent survey, it may be a "fiscal draw" of a city's treasury. Established land use designations and zoning remain a key determinant of where urban services will be required, and, assuming that the city can provide the necessary public services, where a city's ultimate service area will be located. Thus, the ultimate geographic area of demand is not expected to differ, though the rate at which services are upgraded or extended may be delayed. Also, because voter approval of new capital expenditures cannot be predicted with any certainty, a city's ability to serve additional territory in the future may be quite difficult to define.

Methods of Financing New Development

Another significant anticipated effect of the 1 percent property tax limit is that the cost for installation of facilities to serve new development will be directly transferred to the private sector to the greatest degree possible. As mentioned earlier, agencies already have attempted to recover lost property tax revenues through assessments, user fees, or service charges. Most water and sewer departments or agencies can expect to recover lost property tax revenue through increased fees without difficulty. Also, since tax levies to pay for previously approved bonded indebtedness are exempt from the 1 percent property tax limitation, an agency is guaranteed sufficient funds to repay existing indebtedness. However, with respect to new capital expenditures, voter approval of new bond issues may be more difficult to obtain

because of the required two-thirds vote of the "qualified electors".

Thus, cities and districts can be expected to charge the full cost of new facilities (both extension and system-wide improvements) to new development. Accordingly, an agency probably will seek guarantees for the direct or in-lieu payment of the costs for facilities required to serve new development, prior to approval of a proposed development. In fact, an agency may go as far as to evolve a policy that requires developers to fully compensate that agency for any fiscal loss caused by new development. In some cases new assessment or benefit districts may be established within an agency, to assess the costs for new services directly on new development rather than on the agency as a whole.

Land Use Planning and Regulation

The indirect effect of transferring financial responsibility from the agency to the developer is that municipalities may examine more carefully the character and timing of new development within their jurisdictions. There may be greater scrutiny of development proposals at the subdivision map stage by both staff and governing boards to determine the financial advantages or disadvantages of a particular development and of annexation. It will serve both the developer's and the city's interest to demonstrate that a specific development proposal can either pay for the basic services which are required or present a guarantee from the developer that necessary opera-

ting and maintenance costs will be covered. Further, there may be substantial pressure for a municipality to re-examine the permitted densities and uses within its general planning area to encourage more commercial development and more efficient residential patterns. General plan amendments or re-zones may be proposed to achieve these ends.

Annexation Activity

By establishing a single property tax rate for all property (whether under city, county or district jurisdiction), Proposition 13 removed any property tax disincentive for a property-owner to annex to a city or district. By the same token the initiative removed any property tax incentive for a city or district to annex property. However, AB 8 now provides that even though there remains a single property tax rate for all property, an annexing agency will receive at least some portion of the property tax revenues generated by the area.

The traditional annexation incentive to the property owner remains, however, that as a general rule cities permit more intense land uses or higher densities or would provide higher service levels. Where an agency is engaged in enterprise (revenue producing) activities and expects to receive additional revenues from service fees or connection charges from newly annexed territory, the incentives for annexations to the agency will remain. Furthermore, there currently remains

the increased incentive for municipalities to annex new or existing commercial property for additional sales tax revenues.

However, AB 8, Government Code Section 100.2, provides that if the "Spirit of 13" initiative is approved in November, 1979, local jurisdictions will only be allowed to retain a portion of increased sales tax revenues over a specified "appropriation limit". As a result, the incentive to annex new or existing commercial property will certainly be diminished.

Impact of the "Spirit of 13" Initiative

The "Spirit of 13" initiative, headed by Proposition 13 co-author Paul Gann, qualified for the ballot with over 900,000 signatures and will appear as Proposition 4 on November 6, 1979. Its first effective year would be 1980-81. Proposition 4's principal provisions, as summarized by Cal-Tax News[2/], are as follows:

1. Appropriations of state and local government from tax sources are limited to a formula based on changes in population and the cost of living (Consumer Price Index). Growth of per capital personal income is used to adjust the limit if this figure is less than CPI.
2. The limitation may be adjusted temporarily by a majority vote of the electors.
3. Tax revenues in excess of the limit must be returned to the taxpayers within two years.
4. The state is required to reimburse local governments for new programs or higher levels of service which it mandates.

5. Fees and charges in excess of the cost of providing the service are within and controlled by the limit.
6. Provisions are made for emergencies, for government debt service, for new entities of government, and for transfers of functions from one entity to another or from a tax source to a fee.

Section 8 of the Initiative defines "annual appropriations subject to limitation" as the "proceeds of taxes", which includes all tax revenues and the proceeds from regulatory licenses, user charges and user fees to the extent that such proceeds exceed the costs "reasonably borne by such entity in providing the regulation, product or service". Also included in the limit are the investment of tax revenues, and subventions to local governments from the State. Excluded from the appropriation's limit are Federal grant revenues, any funds from gifts, sales of property, royalties, rents, admission charges, etc.

Although Proposition 13 has effectively limited property tax revenues, State revenues are still increasing and local governments, whenever possible, are using fees and charges to fund programs previously supported by property taxes. The spending lid of Proposition 4, tied to the cost of living increase and changes in population would retard expenditure growth by State and local governments. The exact application of the formula to increase appropriations over the base will presumably be determined by statute if the Initiative is approved by the electorate.

I. INTRODUCTION

I. INTRODUCTION

The report which follows is presented as part of a process mandated by Section 54774 of the Knox-Nisbet Act of the California State Government Code. As stated in this section, "In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local government agencies so as to advantageously provide for the present and future needs of the county and its communities, the Local Agency Formation Commission shall develop and determine the sphere of influence of each local governmental agency* within the county. As used in this section, 'sphere of influence' means a plan for the probable ultimate physical boundaries and service area of a local governmental agency."

San Mateo LAFCo pioneered the sphere of influence concept in California, which was later adopted by the legislature as a state requirement for all LAFCOS. This Commission adopted sphere of influence designations for a majority of the cities in the county according to local guidelines established prior to passage of the state law.

At this time, new sphere of influence studies in compliance with state law have been completed for the following:

1) Daly City, Colma, including several special districts;
2) South San Francisco and Westborough County Water District;
3) North Fair Oaks - Redwood City;

* Government Code Section 54775(h) defined local agency as a city or special district.

4) San Mateo County Harbor District;

5) San Bruno Mountain - South Slope; and

6) Burlingame, Millbrae, San Bruno, and the Burlingame Reclamation District.

Other sphere of influence studies in progress at this time are for the City of Pacifica and the North Coast County Water District; and the City of Menlo Park, the East Palo Alto area and several districts.

This study includes sphere of influence recommendations for the City of Brisbane, Daly City (review and update), the Bayshore Sanitary District (review and update), County Service Area No. 9, the Dimond Public Utility District (review and update), the Guadalupe Valley Municipal Improvement District (GVMID), and San Bruno Mountain: Northeast Ridge. It also includes a recommendation of the assignment to a sphere of influence of the unincorporated Crocker Industrial Park, the Brisbane Vicinity area, and the Brisbane Quarry. Exhibit , page , provides a regional view of the territory included within this sphere of influence study.

On March 24, 1976, the San Mateo Local Agency Formation Commission adopted Resolution No. 475A designating a sphere of influence for the City of Daly City, the Bayshore Sanitary District, and the Dimond Public Utility District. The Knox-Nisbet Act, Government Code Section 54774, states that "The Commission shall periodically review and update the spheres of influence developed and determined by them." This report

represents an effort by staff to comply with this mandate with respect to that portion of Daly City contiguous to the unincorporated portion of San Bruno Mountain called the Northeast Ridge and the above mentioned two special districts.

San Mateo LAFCo utilizes a "community of interest" approach to sphere of influence studies. Study areas are designated where common or inter-related economic, environmental, geographical and social interests can be shown. The focus of the San Mateo LAFCo sphere of influence studies consists of examining the overall needs of the residents and landowners of the subject areas and assessing how these needs are presently being satisfied. The sphere of influence study does not stop with present needs, however. Consideration is also given to what projected additional service needs will be likely in the future. The projected future needs are then compared to the legal capabilities, physical and fiscal capacities, and the adopted capital improvement programs of the affected local governmental agencies in an effort to determine which agency can best provide services in the future in the most economically efficient manner possible.

This sphere of influence report will contain the following: A summary of sphere of influence recommendations for the local agencies described above, including a review and update of the existing spheres of influence, an environmental assessment, an index to existing General Plan Amendment, an Environmental Impact Report and Proposed Negative Declaration, a description of the unincorporated territory under study,

factors to be considered in sphere of influence assignments, a description and analysis of the present and anticipated level of services of each local agency with a recommended sphere of influence or update, an appendix containing the policies and criteria adopted by the Commission for determining a sphere of influence, a chart outlining the general legal service capabilities of affected local governmental agencies, and a guide to annexation and reorganization procedures.

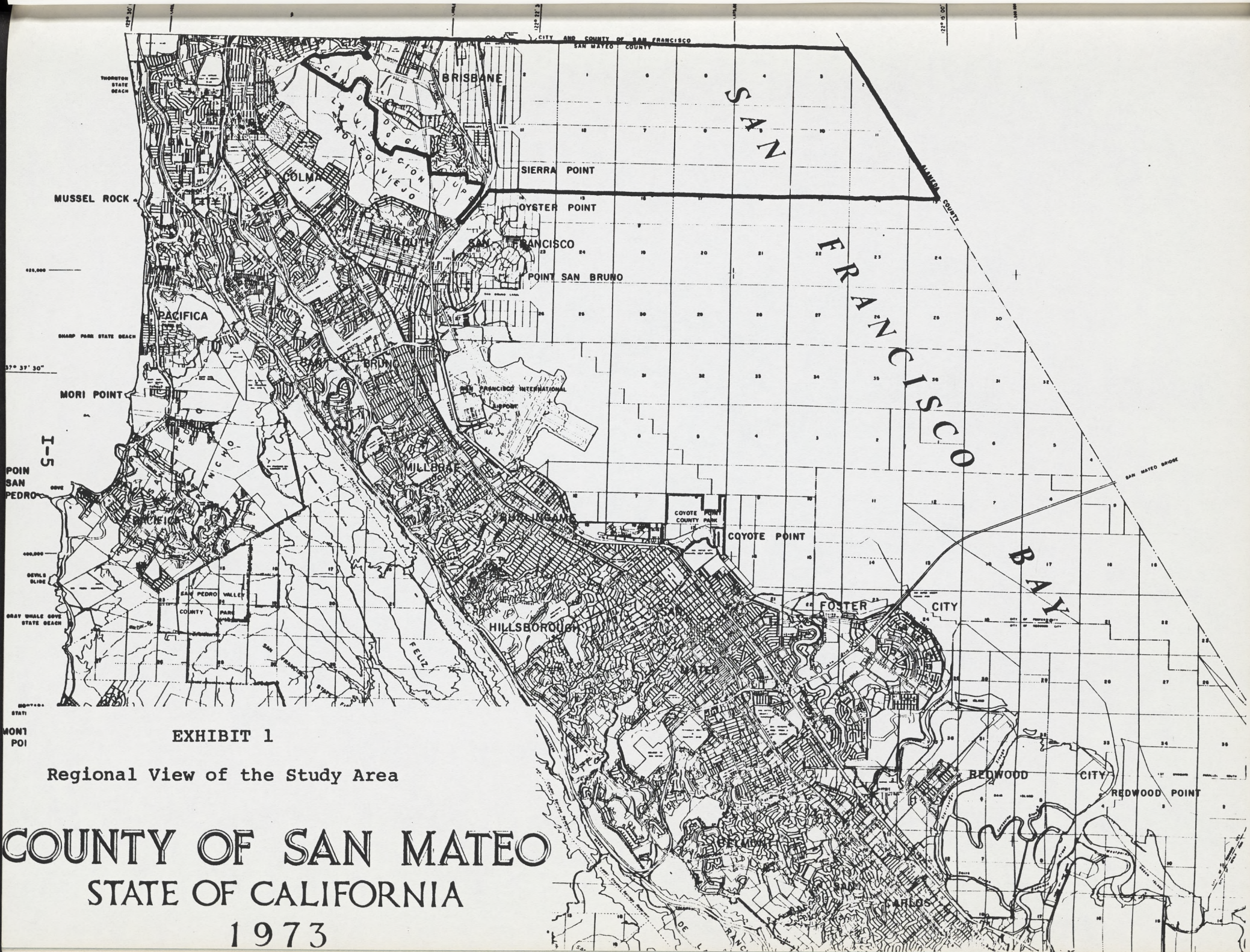
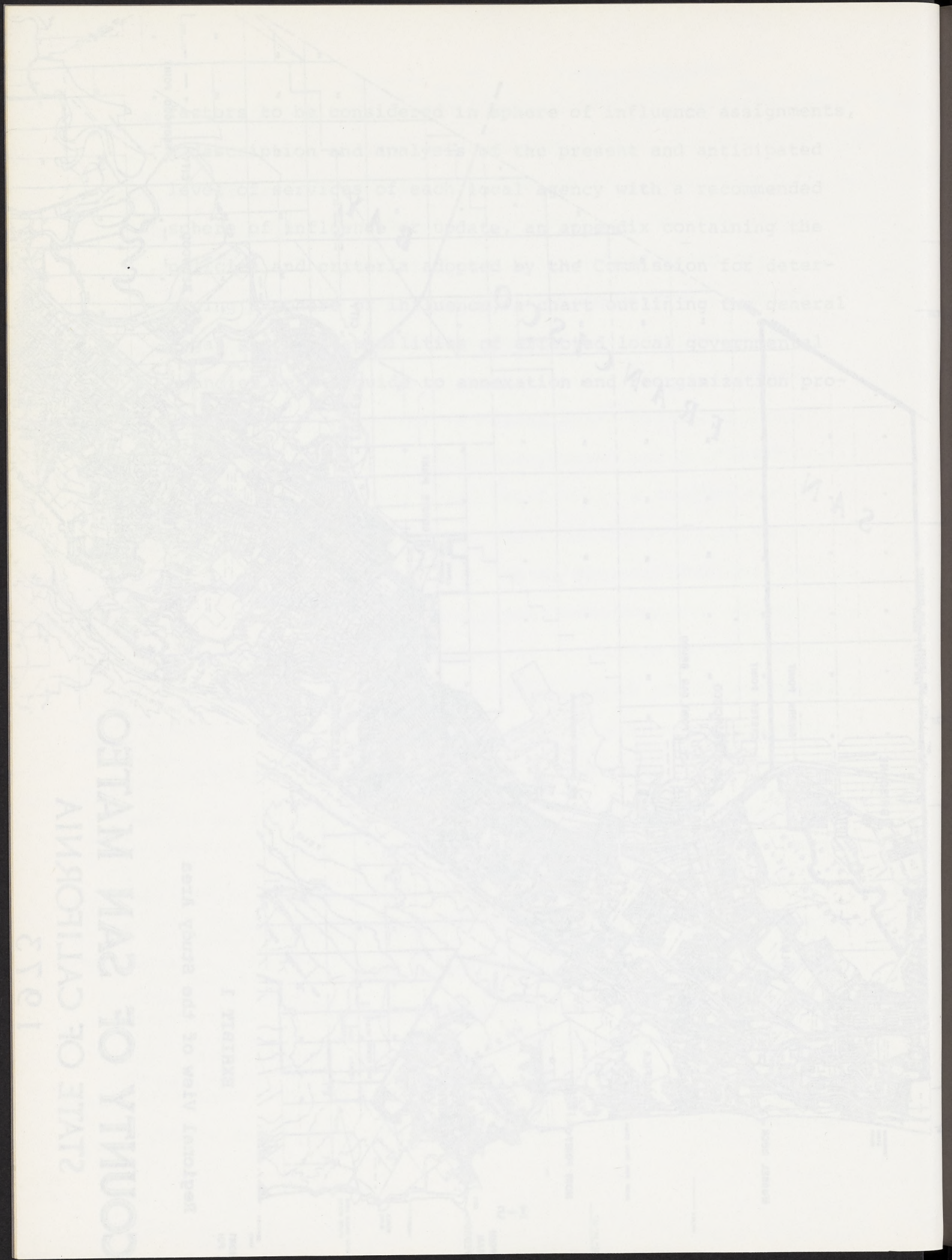


EXHIBIT 1

Regional View of the Study Area

COUNTY OF SAN MATEO
STATE OF CALIFORNIA
1973



II. RECOMMENDATIONS

II. SUMMARY OF RECOMMENDATIONS

It is respectfully recommended that the Formation Commission adopt the following spheres of influence for the local agencies included within this sphere of influence study.

A. Brisbane

It is staff's recommendation that the Formation Commission adopt a sphere of influence and co-terminous urban service boundary for the City of Brisbane to include the following:

1. All of the lands presently within the Brisbane corporate limits and the area occupied by the Crocker Industrial Park within the boundaries shown in Exhibit 10, page VI-55.

2. The Northeast Ridge of San Bruno Mountain as shown in Exhibit 15, page VI-77.

3. The Brisbane Vicinity and Brisbane Quarry areas as identified in Exhibit 20, page VI-120.

4. The Bayshore Neighborhood as identified in Exhibit 24, page VII-55.

The recommended sphere of influence is shown in Exhibit 21, page VI-129.

B. Daly City

In reviewing and updating the sphere of influence for Daly City that was adopted by the Formation Commission on March 26, 1976, it is staff's recommendation that the city's sphere of influence be amended as follows:

1. To exclude the Bayshore Neighborhood as identified in Exhibit 24, page VII-55.

The recommended sphere of influence is shown in Exhibit 25, page VII-79.

C. Bayshore Sanitary District

In reviewing and updating the sphere of influence assignment for the Bayshore Sanitary District, staff recommends that the Formation Commission re-affirm the designation of a zero sphere of influence for the district.

D. County Service Area No. 9

Staff recommends that the Local Agency Formation Commission assign a zero sphere of influence encompassing no territory to County Service Area No. 9.

E. Dimond Public Utility District

In reviewing and updating the sphere of influence assignment for the Dimond Public Utility District, staff recommends that the Formation Commission re-affirm the designation of a zero sphere of influence for the district.

F. Guadalupe Valley Municipal Improvement District

The staff recommends that the Commission assign a zero sphere of influence to the Guadalupe Valley Municipal Improvement District.

RECOMMENDED COMMISSION ACTION, BY MOTION:

A. For the areas included within an existing Environmental Impact Report:

1. That the Formation Commission find that the environmental effects of the adoption of the sphere of influence for the Northeast Ridge and Brisbane Vicinity Planning Areas and the

Brisbane Quarry are similar enough to the environmental effects resulting from the adoption of the General Plan Amendment and the continued use permit for the Brisbane Quarry to warrant the same treatment in an EIR, and

2. That the Formation Commission has read and considered the information which is contained within the Final Environmental Impact Reports prepared by San Mateo County for the General Plan Amendment for San Bruno Mountain and the continued use permit for the Brisbane Quarry.

B. For the remaining areas included in this study which qualify for a Negative Declaration:

1. That the Formation Commission certify that the Negative Declaration for the recommended sphere of influence designations for the other areas included within the "community of interest" of this study is complete and adequate and has been prepared in accordance with the California Environmental Quality Act.

2. Determine that the sphere of influence determinations will have no significant effect on the environment.

3. Certify that the Formation Commission has considered the contents of the Negative Declaration in making its determination.

RECOMMENDED COMMISSION ACTION, BY RESOLUTION:

Approve the recommended sphere of influence designations as submitted.

III. ENVIRONMENTAL ASSESSMENT

A. Project Description

The proposed project, within the definition as contained in the California Environmental Quality Act and as used in this study, constitutes the adoption of a sphere of influence for the City of Brisbane, a Daly City sphere of influence review and update, the adoption of spheres of influence for Bayshore Sanitary District (review and update), County Service Area No. 9, Dimond Public Utility District (review and update) and the Guadalupe Valley Municipal Improvement District. The subject property under consideration for spheres of influence determination is shown in Exhibit 1, page I-5.

The study also includes the adoption of spheres of influence for certain unincorporated areas in this "community of interest". These areas include the Crocker Industrial Park, the Northeast Ridge and the Brisbane Vicinity and Brisbane Quarry areas. Spheres of influence, upon adoption by the Formation Commission, designate the appropriate governmental agency or agencies which should ultimately have jurisdiction over a given area and which agency or agencies can most logically and efficiently provide the necessary governmental services to the area. Once adopted, the sphere of influence designation will serve as a general policy and as a primary factor to be considered by the Formation Commission in deciding upon or recommending future governmental changes of organization or reorganization involving the subject territory.

B. Environmental Impact

The adoption of a sphere of influence for a local governmental agency will only have adverse environmental impacts when such an action tends to be growth inducing or otherwise encourages a change in land use or the conversion of land to urban uses. When an agency is assigned a sphere of influence which substantially includes only existing developed areas, or areas already within the local agency's existing boundaries, little environmental impact will result therefrom. The areas in question within this report, with the exception of the unincorporated Northeast Ridge of San Bruno Mountain and the unincorporated Brisbane Vicinity area, are either already developed and require the full range of governmental services or are smaller undeveloped parcels.

At such time in the future as specific proposals are presented calling for annexation and/or development of any of these properties, a new and independent environmental assessment will necessarily be conducted and the appropriate environmental documents prepared at that time. Any future attempt to change any of the existing land uses of the subject territories would be considered a "project" under the California Environmental Quality Act and thus subject to all the rules and regulations of that Act. The adoption of the recommended sphere of influence recommendations contained within this report with regard to all of the areas referred to above with the exception of the Northeast Ridge and the

Brisbane Vicinity and Brisbane Quarry areas, or any modifications made thereto, will in itself have no adverse environmental impacts. Thus, it is staff's recommendation that the Formation Commission issue a Negative Declaration for these specific areas mentioned in this study and the Commission's ultimate sphere designations.

A copy of of the proposed Negative Declaration is included in this study as Appendix C.

Use of Existing Final EIR's

This sphere of influence study covers not only areas that are predominantly fully developed incorporated and unincorporated areas, but also unincorporated areas with potential for significant development.

The County of San Mateo, in preparing a General Plan Amendment for San Bruno Mountain, prepared and certified a Final EIR and Fiscal Analysis[3/] for that project. The sections of this sphere of influence study dealing with the Northeast Ridge and the Brisbane Vicinity area can be considered a continuation of the above study and also as a portion of the overall project dealing with the intensive planning effort for San Bruno Mountain.

Quarry Products, Inc. (QPI) of Richmond, California, applied to the County of San Mateo Planning Commission for a use permit to continue operation of its Brisbane Quarry for a period of five years following the expiration of its

existing permit in January, 1976 (i.e., until January, 1981). A Final EIR[4/] was prepared and adopted for the continued operation of the Quarry. The section of this sphere of influence study dealing with the Quarry can be considered a continuation of the above study.

The California Environmental Quality Act, the State CEQA Guidelines, Section 15068, and the Formation Commission's Guidelines for the Implementation of CEQA, Section VI, sub-section f (1), all provide for and allow the use of a single EIR to describe more than one project if such projects are essentially the same in terms of environmental impact. Further, pursuant to these sections, LAFCo may use an earlier EIR prepared in connection with an earlier project, to apply to a later project if the circumstances of the projects are essentially the same.

The LAFCo staff, after coordinating and consulting with the County Environmental Planning Division, recommends that LAFCo act as a Responsible Agency as defined within CEQA for this sphere of influence study with respect to the sections concerning the Northeast Ridge and the Brisbane Vicinity and Brisbane Quarry areas and to use the environmental documents which have already been prepared and certified as being final and adequate with respect to the General Plan Amendment and continued Quarry operations referred to above. To follow this procedure, LAFCo must find that the environmental effects of the projects are similar enough to warrant the same treatment in the EIR's and that the EIR's will adequately cover the impacts of any single project. In recognition of the above, it seems entirely

appropriate for LAFCo to utilize the existing Final EIR's which were prepared by the County of San Mateo for the General Plan Amendment on San Bruno Mountain and Brisbane Quarry operations, rather than requiring the time and expense involved with the preparation of another Environmental Impact Report. It is the LAFCo staff's opinion, with which the County's Environmental Planning Section concurs, that the General Plan Amendment Final EIR and Brisbane Quarry EIR adequately discuss the environmental setting and the environmental impacts which will result from the adoption of a sphere of influence for the area or from the land uses which are allowed within the General Plan designations as adopted for the Northeast Ridge and Brisbane Vicinity and Brisbane Quarry areas. Prior to adopting a sphere of influence for the subject territory, it will be necessary for the Commission to certify that you have read and considered the information contained within the above-referenced Final EIR's.

C. Index and Summary of Impacts to the Final EIR

The following pages contain a Northeast Ridge and Brisbane Vicinity Planning Area Index and Summary of Impacts prepared by the San Mateo County Planning Department. This Index and Summary of Impacts have been prepared to assist the reader of this report in locating the specific sections of concern relating to the Northeast Ridge and Brisbane Vicinity planning areas as identified within the above-referenced EIR and Fiscal Analysis. The Final EIR as adopted by the Board of Supervisors, consists of the following five documents: Volume I Summary; A Volume 2 Full Text of Environmental Im-

pact Report; B Volume 2 Full Text of Environmental Impact Report; Volume 3 Technical Appendices; and the Final EIR Volume 4, Response to Public Comments. In addition to the above volumes, which constitute the Final EIR, there exist a Fiscal Impact Analysis of the Proposed Crocker Hills Development and Appendix 1 - Supporting Data, prepared for San Mateo County by Williams-Kuebelbeck and Associates, Inc. All of the above documents may be reviewed in the LAFCo office, the San Mateo County Planning Department, or in Local libraries within South San Francisco, Brisbane and Daly City.

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1-3 Statement of Objectives:
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1-4 General Description of the Project:
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2-2 Physiography:
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3.3 Vegetation and Wildlife:
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3.4 Archaeology and Historic Resources:
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3.6 Social Systems:
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5.0 Mitigation Measures Proposed to Minimize Adverse Impacts

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6.0 The Relationship between Local Short-term Uses of Man's Environment and the Maintenance and Enhancement of Long-term Productivity

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7.0 Any Irreversible Environmental Changes Which Would Be in the Proposed Action Should It Be Implemented

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8.0 The Growth-Inducing Impacts of the Proposed Action

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9.0 Alternatives to the Proposed Project

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V. Capital Improvement Costs

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3. Summary of Impacts

a. Land Use and Public Land Use

(1) Potential Low Adverse Impact. Any future residential development of the Visitacion area south of the Cow Palace would be actively oriented away from the proposed Saddle and Northeast Ridge developments, and would be separated from them by a band of steep terrain. No significant land-use impacts are expected to result.

(2) Potential Low Adverse Impact. The link between the Northeast Ridge and Saddle sites is contemplated by the proposed Urban Design Concept Plan. Although the two sites are physically separated by the Guadalupe Parkway, their circulation systems are integrated by a planned connector road. Residential development on each site is separated from the parkway by distance, a planted buffer, steep terrain, or some combination of these factors.

(3) Potential Low Adverse Impact. The Northeast Ridge Site is effectively separated from the low density open space and equestrian uses to the north by the steep banks on either side of the parkway, and by the parkway itself. No significant interruption of any existing land-use relationship is expected to occur along this site border. Again, proposed residential land uses are separated from the parkway by steep terrain.

(4) Potential Significant Adverse Impact. A major functional and symbolic land-use relationship is expected to be created at the east entrance to the project. Retail and office commercial uses proposed for this location will interface with Bayshore Boulevard and Guadalupe Parkway to form a highly visible and accessible "gateway" to the project area.

(5) Potential Low Adverse Impact. The interface of the Brisbane Site with the City of Brisbane occurs along a border which is planned to remain entirely natural and devoted to open space use. The residential uses in the city and the proposed light industrial uses at the site will be completely separated by intervening land forms and no land use incompatibilities are expected to arise at this site border.

(6) Potential Moderate Adverse Impact. The light industrial development proposed for the lower south

slopes of the Northeast Ridge Site will be integrated with that which already exists in the Crocker Industrial Park. Although the residential development proposed for the upper portions of the site will be separated from these industrial uses by several hundred feet of steep terrain, they will be viewable from most of the proposed residential units.

(7) Potential Low Adverse Impact. The light industrial uses proposed for the lower northern slopes of the Brisbane Vicinity Site are generally integrated by circulation and function with those that already exist in the industrial park, and are generally removed visually and functionally from the nearest residential uses.

(8) Potential Moderate Adverse Impact. The slopes of the mountain's main ridge, together with Owl and Buckeye canyons, provide the southern backdrop for the Brisbane Site. The ecological implications and sensitivities of this interface are discussed in the Vegetation and Wildlife sections of this report. However, as long as industrial uses are confined to relatively flat areas near the road and human access to sensitive habitat is limited, these uses should be generally compatible.

b. Physiography

(1) Geological Impacts

(a) An increased potential for erosion from the construction sites and siltation in off-site drainage facilities will be created by the proposed project. Without appropriate erosion control measures, the volume of material eroded from the site would have a significant adverse impact on surrounding drainage basin facilities.

Cut slopes and hillside fills developed during grading operations will need to be designed very carefully. Improperly designed slopes and fills would be more susceptible to slope failure than the pre-existing natural slopes, especially during earthquake shaking. The adverse impact of slope failure could range from moderate to significant.

Development of the area as planned would preempt the site as a possible future source of crushed and broken rock in the northern San Francisco Peninsula; this would constitute a potential and moderate adverse impact.

Excavation of the Franciscan bedrock would undoubtedly produce some oversize rock (greater than 6 inches). Use of these large fragments in fill could create differential settlement problems which would have serious impacts on overlying structures, resulting in a moderate adverse impact. Fill area must meet county specifications; oversized rock fragments used in fills will have to be placed at the bottom of deep fills or well beyond foundation sites.

(2) Hydrologic Impacts

There are no significant adverse hydrologic impacts.

c. Vegetation

(1) Short-Term Construction Impacts. The grassland adjacent to the construction site is highly flammable. Fire damage may be permanent to the few perennial grasses.

(2) Long-Term Construction Impacts. All developable land on the Northeast Ridge is to be developed, with the possible exception of a small vernal pool and some small rocky areas with coastal scrub vegetation. Construction impacts will be mainly on the grassland plant community. Although the native wildflowers have a greater botanical and aesthetic value than the dominant introduced annual grasses, it is the plant community as a whole that will be depleted, and not just the native species. Many of the native species can be grown in gardens as ornamentals, but the intra- and interspecific relationships developed in the grassland community cannot be maintained. This loss is a moderate adverse impact.

Of the area to be developed, approximately one-fourth will remain pervious. These pervious surfaces can potentially be revegetated, but the impervious surfaces will lose this potential. In addition to the impacts of losing the grassland plant community vegetation, gas exchange, air purification, humidity and temperature modification, and

runoff and erosion control values of the present vegetation will be irreversibly eliminated. These values will be partially restored in the pervious acres.

(3) Direct Long-Term Operation Impacts. Impacts begun during the construction phase will have lasting effects throughout the operation of the project. The impervious surface will remain without vegetation and its advantages. The somewhat modified but relatively undisturbed grassland will be replaced by urban plant communities and impervious surfaces and structures. Native species will be replanted in some areas where revegetation is possible, but complex plant community functions cannot be restored.

In revegetated areas, certain adverse impacts are reversible in later stages of operation. Urban plant communities also develop positive properties lacking in the grassland, such as shading and screening.

While public landscaping can be controlled, the private gardens of the town terrace houses are almost certain to include exotic species. Any of these exotic species has the potential to escape and become established in the less disturbed plant communities. Much of the undevelopable land on the Northeast Ridge is relatively undisturbed in appearance. New exotic species would be distracting to the integrity of the plant community, and would compete with the native species. These exotic plants are beneficial where they are indigenous and may be beneficial to residents, but they have adverse impacts on native vegetation. The impact intensity depends on the type of exotic plant and the type of native plant community.

(4) Indirect Long-Term Operation Impacts. Recreational and pedestrian use of plant communities not cleared for development on and near the Northeast Ridge will modify and deplete these communities. The attractive assemblages of native wildflowers on some of the steeper slopes on the ridge are expected to suffer from physical abuse, erosion, and possible fire, as a result of urbanization. The degree of impact is undetermined.

d. Wildlife

(1) Moderate Adverse Impact. An estimated loss of 140 acres of habitat supportive of common wildlife of moderate abundance and diversity. A small portion of the Northeast Ridge will remain in open space and will have a limited connection with the county park.

e. Archaeology and Historic Resources

(1) No surface or subsurface indication of archaeological or historic remains were found on the Northeast Ridge; however, two areas in the depressions on the south side of the ridge could contain sites.

f. Quality of the Environment

(1) Climate

Low Adverse Impact. An increase in particulate levels during construction could cause an increase in local fog. Further, the presence of high-rise buildings on the site will result in an increase in wind turbulence.

(2) Air Quality

There will be an adverse impact on regional air quality due to an increase in photochemical oxidant concentrations; this is the most critical problem in the Bay Area at present. It is estimated that oxidant concentrations would be increased by approximately 0.5 percent downwind in 1990 over concentrations that would exist without the project. This is not a significant adverse impact, but it must be viewed in the context of other growth in the Bay Area and the cumulative effect that will result.

Local adverse impacts will be primarily due to the automobile and will occur along the major roadways in the area. In 1990, peak hour carbon monoxide concentrations could reach 7 ppm along Bayshore Boulevard. This will be due in part to project traffic and thus constitutes an adverse impact. Ambient air quality standards, however, will not be exceeded. Concentrations during most times and on other roadways will be lower than the 7 ppm figure.

Amend. to Gen Plan SB 947.

(3) Water Quality

Low adverse impact on San Francisco Bay near outfalls, due to increased pollutant discharge by the San Francisco Southeast Treatment Plant.

Negligible adverse impact on San Francisco Bay overall.

(4) Noise

During operations of the project moderate to significant adverse impacts are anticipated north and south of Guadalupe Parkway, and on the Northeast Ridge Elementary School site.

(5) Visual Quality

Potential Significant Adverse Impact. Visual impacts due to the project will occur in the Northeast Ridge site and in the area of both high scenic value and intense development. The most prominent man-made elements proposed for this high impact area is high-rise residential towers. The area from which these structures would be visible includes much of the eastern and northern portions of Daly City, and the Visitacion Valley area of southern San Francisco. Because of the relatively sensitive locations and high proposed densities and intensities of use, the proposed development on the Northeast Ridge site potentially represents the greatest visual impacts to be created by the project.

G. Social Systems

Area	Number of Units	Average No. of Persons Per Unit	Total Number of Persons	Number of Students Per Unit	Total Number of Students	Income Range Per Household
Northeast Ridge	1,250	2.6	3,250	0.58	725	$9,100-$28,800

H. Infrastructure

(1) Transportation

(a) Significant Adverse Impact will result in the construction phase along Guadalupe Canyon Parkway and Bayshore Boulevard.

(2) Utilities

(a) No specific impact.

(3) Sewage Systems

(a) Low Adverse Impact on the Southeast San Francisco Treatment Plant during any phase of the development.

(b) Los Adverse Impact on outfall lines for Southeast Treatment Plant.

(4) Solid Waste

(a) Impacts on solid waste systems may be summarized as follows:

Transportation Systems - low adverse impact due to slight increases in community air and noise pollution and in traffic congestion.

Processing Sites - no processing sites exist; possible adverse impact on energy or resource base due to lack of solid waste management schemes.

Disposal Sites - low adverse impact due to small solid waste production increase; no impact due to waste characteristics.

(5) Public Health and Safety

(a) Impacts on this portion of the infrastructure are as follows:

Health Care - no appreciable public health and safety or financial impacts under any jurisdictional possibilities.

Police Protection - no appreciable public health and safety impact; financial impact will depend on jurisdictional decisions.

Fire Protection - construction-related fire hazards will depend on the particular development area; no public jealth and safety impact; financial impact will depend on jurisdictional decisions.

(6) Schools

(a) Impact. The projected number of 3 to 5 year old children will necessitate one child-care facility.

(b) Impact. The projected student population of the project creates the need for a 9½ acre school site on the Northeast Ridge. The projected population of senior high school students would have no significant import.

(7) Recreation

(a) The project will adequately accommodate the unstructured activity requirements of its residential population through ample provisions for tot-lots, neighborhood, and community-type recreational facilities. With an average of 7.3 acres of active open space per 1,000 residents, the project exceeds most commonly cited recreational supply ratios. No significant project-related recreation impacts are anticipated.

4. Summary of Mitigation Measures

a. Land Use and Public Land Use Plans

No mitigation measures are proposed or recommended.

b. Geology and Hydrology

Planned mitigation measures:

(1) An expanded geologic study is planned.

(2) A staged grading concept will be employed.

(3) Every effort will be made to minimize erosion.

(4) Construction on hillsides will be designed to accommodate potential landslide and erosion problems.

(5) Cut and fill will be balanced.

(6) Landslide deposits and uncompacted fills will be corrected during construction.

(7) The objective of the grading plan will be to retain, as much as possible, the present character of the natural landscape and to preserve, wherever possible, the prominent topographic features of the area.

(8) The Hillside fault zone will be investigated further prior to grading.

Recommended Mitigation Measures:

(1) Wherever possible, grading activities during the rainy season should be avoided.

(2) A specific erosion control plan should be prepared before grading begins.

c. Vegetation

Planned Mitigation Measures: None

Recommended Mitigation Measures:

(1) Native species should be used for all landscaping (except lawns).

(2) Homeowners should be encouraged to grow native plants.

(3) Plant species removed for ornamental use should be used as stock.

(4) The expansion of the range of rare and endangered species will help ensure against their extinction.

(5) Trees planted in open space should be in harmony with the natural topography.

(6) Vegetation not cleared for development should be protected from erosion, recrational use, fires, etc.

(7) During construction, fire extinguishers should be provided to put out any small fires that may start.

(8) Construction should take place in the dry season in order to prevent erosion and revegetation should begin immediately.

(9) Grading should be kept to a minimum for revegetation and benching for erosion control should be avoided.

d. Wildlife

Planned Mitigation Measures: None.

Recommended Mitigation Measures:

(1) Reduced access to open space would be beneficial. This would be achieved by planting indigenous species which discourage penetration.

(2) Areas which presently have poorly developed or thin soils can be improved by covering them with rich earth removed from construction sites and then reseeding them with native annual grasses and forbs.

(3) Construction of ponds and planting them with appropriate marsh plants.

e. Archaeologic and Historic Resources

Planned Mitigation Measures:

(1) Mitigation measures have been planned to ensure against the destruction of possible archaeologic sites (including two recorded sites). Prior to any construction activity in the South San Francisco Planning Area, the developer plans to obtain the services of a qualified archaeologist to identify sites, determine their limits, and assess their significance. If any significant sites are identified, the developer will take the necessary steps to preserve or excavate them prior to construction.

Recommended Mitigation Measures:

(1) During the construction phases, all persons working on the project should be instructed concerning the significance of archaeological finds, and concerning the actions to take upon making such discoveries. These actions include tagging and preserving finds and notifying the local archaeological society.

(2) The locations and design of the structures and accessories (especially utility lines) could be modified to avoid any serious intrusion into known archaeological sites. In order to plan such modifications, accurate limits would have to be established by additional subsurface exploration. Once an archaeologic site was accurately located and structures and accessories were relocated, the site would have to be preserved by reducing access to it or by intentional burial of the site under one to two feet of fill. Although this would reduce professional access to the site, the fill would be easily discernible and any future controlled excavations would not be seriously inhibited.

f. Quality of the Environment

(1) Climate

Planned Mitigation Measures: No mitigation measures were planned at the General Plan Amendment stage of project review.

Recommended Mitigation Measures:

(a) Mitigation measures recommended for minimizing the impact of the climate on the development include careful design of buildings, provision of effective wind breaks, etc.

(2) Air Quality

Planned Mitigation Measures:

(a) Using, where possible, water or chemicals for control of dust in construction operations and grading roads or clearing of land.

(b) Applying asphalt, oil, water or suitable chemicals on dirt roads, material stockpiles, and other surfaces which can give rise to airborne dusts.

(c) Covering, at all times when in motion, open-bodied trucks transporting materials likely to give rise to airborne dusts.

(d) Paving roadways and maintaining them in a clean condition.

(e) The most significant mitigating measure built into the project is the construction schedule. The planned gradual construction of the project will not create a sudden jump in emissions due to a sudden surge in the number of people and automobiles. Future emission controls should gradually reduce present concentrations even with the increase in population.

Recommended Mitigation Measures: None.

(3) Water Quality

Planned Mitigation Measures: None

Recommended Mitigation Measures:

(a) Although it is doubtful that wastewater volumes or strengths can be reduced, every effort should be made to reduce contaminant concentrations in stormwater runoff. Of particular benefit would be regular vacuum cleaning of streets.

(4) Noise

Planned Mitigation Measures:

No measures to mitigate regional impacts are available barring unforeseen technological advances which significantly reduce vehicle noise. With regard to local impacts, the following measures will be taken to mitigate the noise effects generated by project construction:

(a) Minimize the amount and number of times earth materials are moved, and balance cut and fill as much as possible in each project area.

(b) Locate the construction entrance to the South San Francisco site so that use of Hillside Boulevard and Randolph Avenue is monitored.

(c) Plan construction schedules at the South San Francisco site so that structures planned near Hillside or Randolph are erected first, thereby providing some measure of shielding from subsequent construction noise.

(d) To mitigate long-term (operation phase) impacts, the developer will provide alternative access (a parallel road from Old Bayshore) to the South San Francisco site other than Randolph Avenue.

Recommended Mitigation Measures:

Construction Phase:

(a) Use electrically powered construction equipment where possible.

(b) Locate stationary construction equipment (e.g., air compressors) as far away as possible from noise-sensitive areas and construction site boundaries.

(c) Install and maintain effective mufflers on all construction equipment powered by internal combustion engines.

(d) Maximize the use of prefabricated building elements.

(e) Minimize fabrication and erection techniques requiring use of impact tools (e.g. welding versus riveting).

(f) Maintain a minimum required amount of equipment on the site, and don't leave unused equipment with motors idling.

Operation Phase:

(a) Ensure that structures meet appropriate interior noise level design criteria (Section 1092 of Article 4, Title 25 of the California Administrative Code).

(5) Visual Quality

Planned Mitigation Measures: None

Recommended Mitigation Measures:

(a) Preservation of natural topography. Cuts and fills should be minimized, localized, contoured, and molded and restored with landscaping where not covered by structures or pavement.

(b) Restoration and enhancement of landscaping. Landscaping should consist primarily of indigenous species, planted in natural patterns, except where otherwise required for buffer, camouflage, or visual barriers, and especially where required to shield auto parking areas, other expanses of pavement, service and equipment areas, and private spaces.

(c) Legibility of site plan. Site plan should understandably relate project activities, functions, and structures to observers outside the project and users inside the project.

(d) Harmony of architectural design concept with natural and man-made project setting. Shapes, sizes, bulks, and heights of proposed structures should relate to each other, to adjacent existing architecture, and to the natural environment in a visually harmonious and compatible manner. Skyline intrusions, sharp contrasts in value and color, and excessive brightness or glare due to project lighting should be minimized or avoided.

(e) Minimization of visual impacts due to construction activities. The period between commencement of construction and phas completion should be as brief as possible. Equipment storage and activity, dust, supplies storage, temporary construction structures, and workers' automobiles should be as inconspicuous as possible.

(6) Social Systems

Because specific impacts on social systems were not assessed, there are no planned or recommended mitigation measures.

g. Infrastructure:

(1) Transportation

Planned Mitigation Measures:

(a) Transit System: Developer proposed system, Southern Pacific commute service and county-wide bus transit.

(b) On-site Traffic Generators: Seventeen percent of total project trips will be internalized, removing substantial travel from local streets.

Recommended Mitigation Measures:

(a) Total mitigation of the significant impacts identified cannot be expected until and unless a solution to near total reliance on automobile transportation can be implemented. If BART service is extended further down the peninsula or, alternatively, if Southern Pacific rail service is substantially upgraded and local bus transit facilities become highly developed and integrated, all identified impacts can be substantially mitigated.

(2) Utilities

Planned Mitigation Measures:

Because there are no specific building plans for the site at this time, no mitigation measures have been planned.

Recommended Mitigation Measures:

(a) Water. One way of minimizing wastes in water usage is to enlist the concern of individual residents. Adoption of practices such as timed sprinkler systems to prevent overwatering, and installation of the most efficient home applicances, may be in order. The developer can add considerably to water conservation by installing efficient equipment such as low-volume shower heads, efficient dishwashers, and low water-demanding landscaping.

(b) Electricity. The consumption of electricity is most effectively reduced by the use of more efficient systems for lighting, home appliances, and air conditioning. Manufacturers are beginning to label the energy consumption of their units for purposes of identifying the most efficient equipment. The concept of tightly closed buildings using air conditioning is in some areas being replaced by buildings with windows that open, with a corresponding elimination of air conditioning. The project site, due to its topography and climate, may be a prime candidate for this approach to conserving energy. Use of microwave ovens and fluorescent lighting will also reduce electrical loads. During the construction phases, use of electricity can be minimized by using high efficiency power tools and eliminating excessive lighting.

(c) Natural Gas. Natural gas will be used primarily for space heating in the proposed project. Generous use of insulation and heat-reflecting glass, as well as minimizing the use of wide expanses of glass, will reduce gas consumptions. Consideration should be given to a total energy system for the project, using fossil fuels to generate electricity and utilizing waste heat for indirect heating.

(3) Sewage Systems

Included in the developer's plans is an agreement between Crocker Hills and Guadalupe Valley Municipal Improvement District to increase the capacity of the district's conveyance structures to the San Francisco Southeast Treatment Plant.

(4) Solid Waste

Planned Mitigation Measures: None

Recommended Mitigation Measures:

(a) No unusual mitigation measures are needed other than the planned provisions for the orderly collection, transportation and disposal of solid wastes in an approved manner, essentially following San Mateo County plans. San Mateo County should consider the feasibility of alternative solid waste processing schemes, such as glass and metal recovery, incineration and pyrolysis.

(5) Public Health and Safety

Planned Mitigation Measures: None

Recommended Mitigation Measures:

(a) Special precautions should be taken during construction to reduce the possibility of construction-caused fires. Such precautions might include equipping vehicles with effective spark arresting devices and building and maintaining fire-break lines around re-fueling areas. Improved access for local fire departments as a result of road-building and the provision of water trucks to reduce dust problems should also help to decrease potential fire hazards. Buffer zones between residential and natural areas should also be provided to reduce fire-damage potential.

(b) One private out-patient clinic is planned for the Northeast Ridge site.

(6) Schools

No mitigation measures are planned or recommended.

(7) Recreation

No mitigation measures are planned or recommended.

(8) Energy

Planned Mitigation Measures:

(a) Assurance by the developer that a shuttle bus service will be provided.

(b) Bicycle and pedestrian paths which provide an alternative to auto use.

Recommended Mitigation Measures:

(a) Use of wind generators in windy areas and solar panels in areas of high solar incidence to provide an auxiliary power source (suggested by San Mateo County planners).

(b) Insulation and other protection from heat loss or heat gain to conserve fuel used to heat or cool buildings and mobile homes.

(c) Use of resource conserving forms of energy such as solar energy for water and space heating, wind for operating pumps, and falling water for generating electricity.

(d) Energy efficient building design including such features as orientation of structures to summer and winter sunlight to absorb winter solar heat and reflect or avoid summer solar heat.

(e) Efficient lighting practices including use of indirect natural light, use of efficient lighting fixtures, establishment of reasonable lighting criteria to prevent over illumination, and minimum use of architectural or display lighting.

(f) Energy conserving construction practices.

(g) Use of energy conservation devices such as flywheels.

(h) Rate structures which discourage unnecessary energy consumption.

(i) Use of human or animal power where such use is feasible.

(j) Waste heat recovery.

(k) Recycling and use of recycled materials.

IV. DESCRIPTION OF UNINCORPORATED AREAS UNDER STUDY

IV. DESCRIPTION OF UNINCORPORATED AREAS UNDER STUDY

A. Description of Planning Area

1. Crocker Industrial Park

The Crocker Industrial Park is a 335 acre site in Guadalupe Valley. It lies between the Northeast Ridge to the north, Brisbane to the east and the remainder of San Bruno Mountain to the south and west. Exhibit 2, page IV-2, represents a regional location map and indicates the relationship between the Industrial Park, the remainder of the Mountain and the surrounding cities of northern San Mateo County. The Industrial Park is currently the only unincorporated portion of San Bruno Mountain to be developed. Firms located here are primarily engaged in warehousing and distribution, with some manufacturing activities. Exhibit 3, page IV-3, shows the current occupants of the Crocker Industrial Park.

2. Northeast Ridge of San Bruno Mountain

The Northeast Ridge of San Bruno Mountain is a 310 acre parcel that lies between the Crocker Industrial Park to the South and Guadalupe Canyon Parkway to the North. Exhibit 2, page IV-2, represents a regional location map and indicates the relationship between the Northeast Ridge, the remainder of the Mountain and the surrounding cities of northern San Mateo County.

The Northeast Ridge is bounded on its northeast side by the City of Brisbane, on its north side by Daly City. It is characterized by a prominent knoll in the center of the site. Between the knoll and a valley to the west is a grove

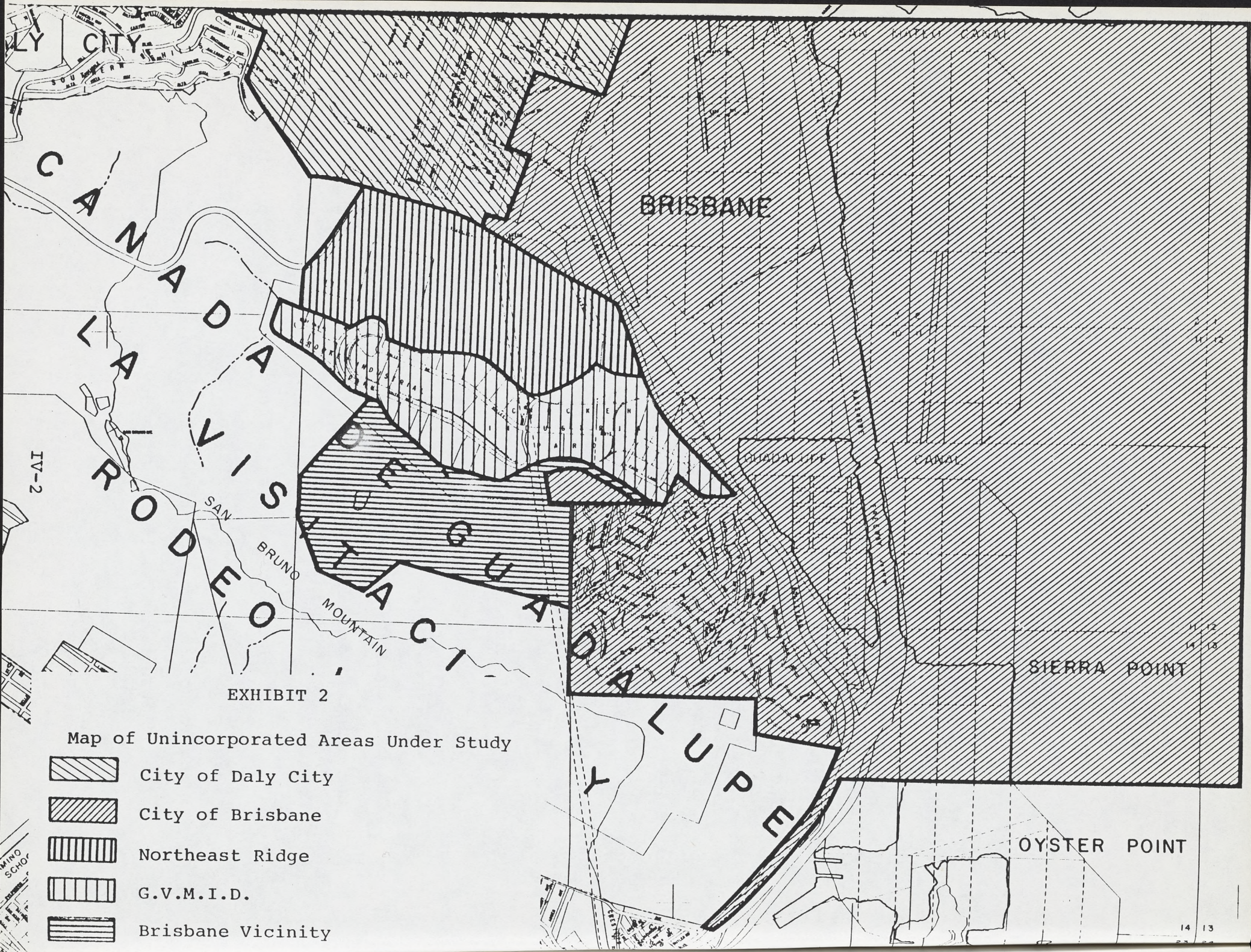
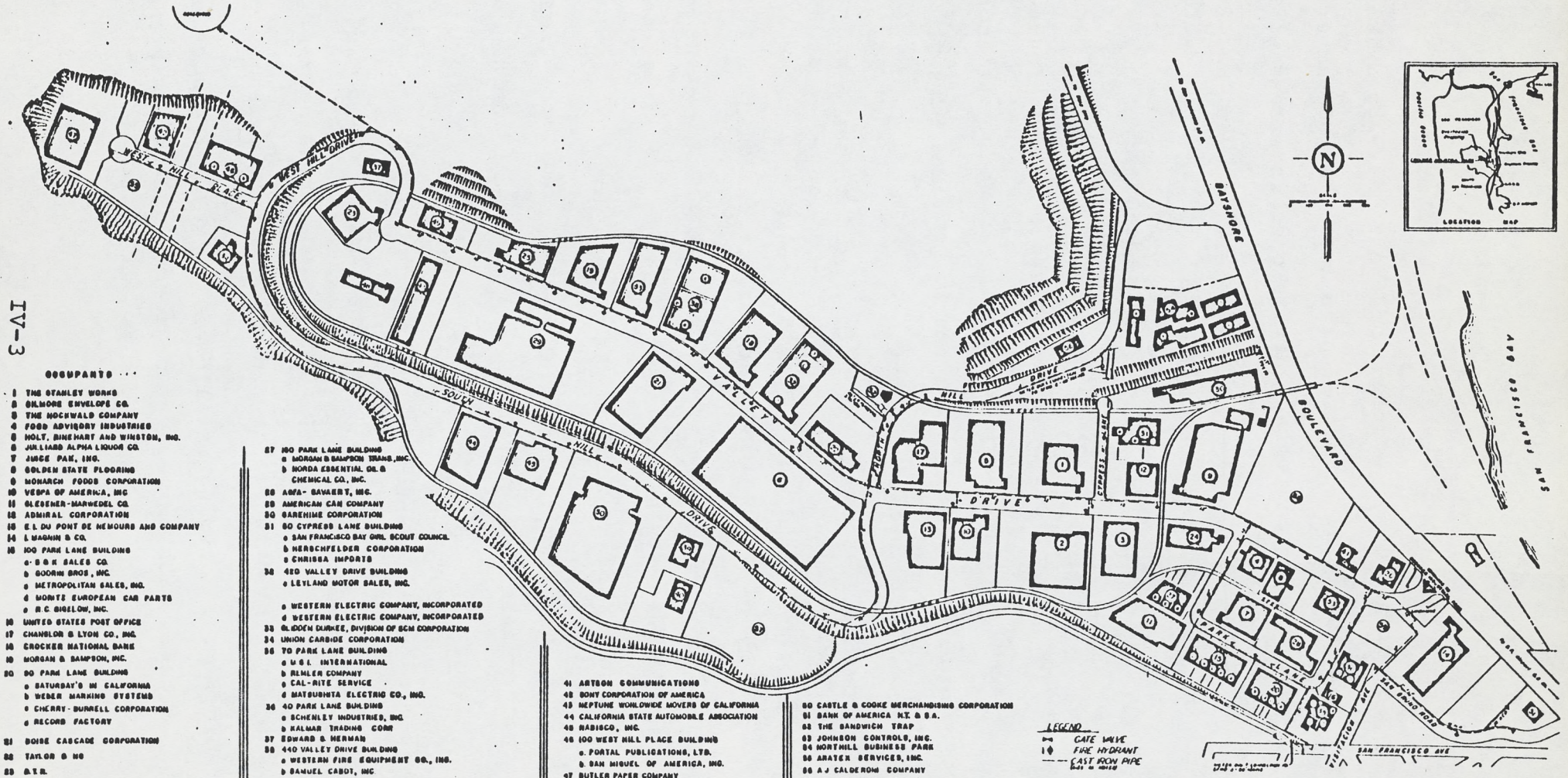


EXHIBIT 2

Map of Unincorporated Areas Under Study

- City of Daly City
- City of Brisbane
- Northeast Ridge
- G.V.M.I.D.
- Brisbane Vicinity



OCCUPANTS ...

1 THE STANLEY WORKS
2 GILMORE ENVELOPE CO.
3 THE HOCHWALD COMPANY
4 FOOD ADVISORY INDUSTRIES
5 HOLT, RINEHART AND WINSTON, INC.
6 JULLIARD ALPHA LIQUOR CO.
7 JUDGE PAK, INC.
8 GOLDEN STATE FLOORING
9 MONARCH FOODS CORPORATION
10 VESPA OF AMERICA, INC
11 GLEDENER-MARWEDEL CO.
12 ADMIRAL CORPORATION
13 E.I. DU PONT DE NEMOURS AND COMPANY
14 L MAGNIN & CO.
15 100 PARK LANE BUILDING
a. B & K SALES CO.
b BOORIN BROS., INC.
c METROPOLITAN SALES, INC.
d MONTE EUROPEAN CAR PARTS
e R.C. BIGELOW, INC.
16 UNITED STATES POST OFFICE
17 CHANDLER & LYON CO., INC.
18 CROCKER NATIONAL BANK
19 MORGAN & BAMPSON, INC.
20 90 PARK LANE BUILDING
a SATURDAY'S IN CALIFORNIA
b WEBER MARKING SYSTEMS
c CHERRY-BURRELL CORPORATION
d RECORD FACTORY
21 BOISE CASCADE CORPORATION
22 TAYLOR & NG
23 A.T.R.
24 COMPUTER STAINLESS, INC.
25 W.H CURTIN & COMPANY
26 RECORD FACTORY

27 100 PARK LANE BUILDING
a MORGAN & BAMPSON TRANS., INC.
b NORDA ESSENTIAL OIL & CHEMICAL CO., INC.
28 AGFA-GAVAERT, INC.
29 AMERICAN CAN COMPANY
30 GARRETT CORPORATION
31 80 CYPRESS LANE BUILDING
a SAN FRANCISCO BAY GIRL SCOUT COUNCIL
b HERSCHFELDER CORPORATION
c CHRISSA IMPORTS
32 420 VALLEY DRIVE BUILDING
a LEYLAND MOTOR SALES, INC.
a WESTERN ELECTRIC COMPANY, INCORPORATED
d WESTERN ELECTRIC COMPANY, INCORPORATED
33 GLIDDEN DURKEE, DIVISION OF SCM CORPORATION
34 UNION CARBIDE CORPORATION
35 70 PARK LANE BUILDING
a U.S.I. INTERNATIONAL
b REHLER COMPANY
c CAL-RITE SERVICE
d MATSUSHITA ELECTRIC CO., INC.
36 40 PARK LANE BUILDING
a SCHENLEY INDUSTRIES, INC.
b KALMAR TRADING CORP.
37 EDWARD S. HERMAN
38 440 VALLEY DRIVE BUILDING
a WESTERN FIRE EQUIPMENT CO., INC.
b SAMUEL CABOT, INC
c SENTEC, INC.
39 FRED HARVEY, INC.
40 AMFAC, INC.

41 ARTSON COMMUNICATIONS
42 SONY CORPORATION OF AMERICA
43 NEPTUNE WORLDWIDE MOVERS OF CALIFORNIA
44 CALIFORNIA STATE AUTOMOBILE ASSOCIATION
45 NABISCO, INC.
46 100 WEST HILL PLACE BUILDING
a. PORTAL PUBLICATIONS, LTD.
b. SAN MIGUEL OF AMERICA, INC.
47 BUTLER PAPER COMPANY
48 SYSTEM 80
49 MAYDWELL-HARTZELL, INC.

50 CASTLE & COOKE MERCHANDISING CORPORATION
51 BANK OF AMERICA N.T. & S.A.
52 THE SANDWICH TRAP
53 JOHNSON CONTROLS, INC.
54 NORTHILL BUSINESS PARK
56 ARATEX SERVICES, INC.
56 A.J CALDERONI COMPANY
57 NEWLETT PACKARD, INC.
58 NORTHILL BUSINESS PARK
59 EDWARD S. HERMAN

LEGEND
GATE VALVE
FIRE HYDRANT
CAST IRON PIPE

CROCKER INDUSTRIAL PARK

GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT
WATER SYSTEM

JUNE, 1978

NOVEMBER 13, 1978

of eucalyptus trees that creates a natural demarcation between the upper and lower portions of the site. Approximately 45 percent of the total 310 acres have less than 30 percent slope. The remaining 55 percent have slopes in excess of 30 percent. Exhibit 4, page IV-5, shows a topographic map indicating the slope of the area under study.

3. Brisbane Vicinity and Brisbane Quarry

The Brisbane Vicinity Area is comprised of 115 acres bounded by the City of Brisbane to the east, Crocker Industrial Park to the north, Brisbane Quarry to the west, and the bulk of San Bruno Mountain to the south. Owl and Buckeye Canyons are considered developable areas in the Brisbane Vicinity Area. Approximately 50 percent of the total Brisbane Vicinity Area has less than 30 percent slope.

Located at the southwestern end of the Guadalupe Valley is the Brisbane Quarry. The gravel and stone quarry is comprised of 144 acres, of which approximately 90 acres are actually being worked. Exhibit 2, page IV-2, indicates the unincorporated Brisbane Vicinity and Quarry Areas under consideration for assignment to a sphere of influence.

B. History

1. Crocker Industrial Park

Development of the Crocker Industrial Park began in 1959 with warehousing and shipping offices comprising the major uses. The word "industrial" in the title is misleading as only minor manufacturing is allowed. The Park is conveniently located with respect to regional rail, highway and

EXHIBIT 4

Topographical Map Indicating the Slope of the Area Under Study

air transport facilities. Approximately 3,000 people are presently employed within the 335 acre park (9 employees per acre). Approximately 3500 people will be employed in the Park by 1980 when full development of remaining vacant parcels is expected to be completed. Most employees are in the middle and lower income categories.

To provide services to the Crocker Industrial Park, Crocker Land Company, the developer, obtained special legislation forming the Guadalupe Valley Municipal Improvement District. The developer-land-owner-governed district is financed by service charges and property taxes and is authorized to provide water, sewage disposal, storm drainage, street construction and maintenance, fire and police services.

Prior to 1974, police and fire protection to the Crocker Industrial Park was provided under contract by the City of Brisbane. Daly City has provided these services since 1974. A general obligation bond issued was used to pay for utility lines and systems.

During the years since the inception of the Crocker Industrial Park, the original owner/developer, the Crocker Land Company, has been divesting itself of financial interest in the Park and currently owns less than 10 percent of the total assessed valuation of approximately $23 million.

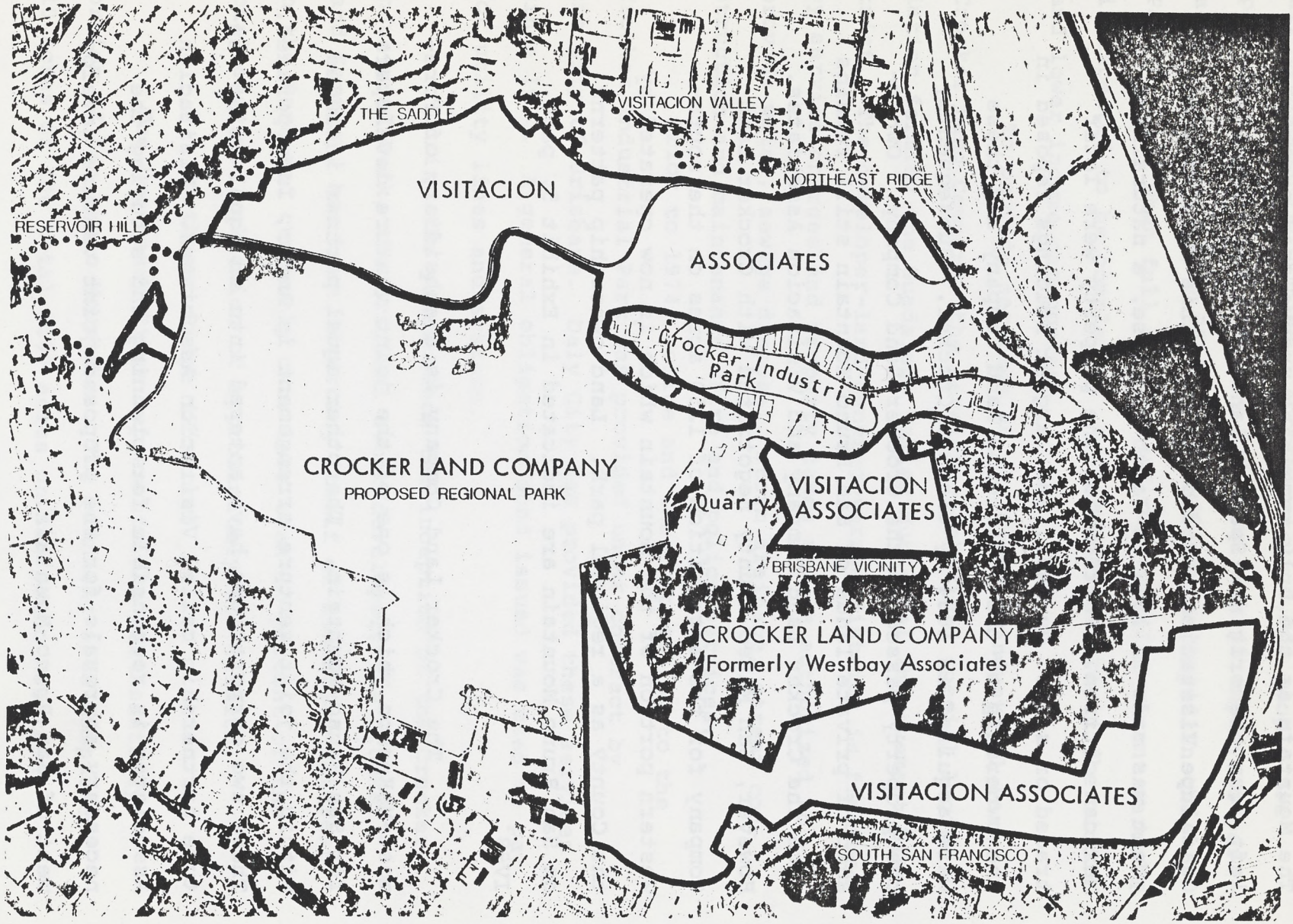
2. Northeast Ridge (History)

The Northeast Ridge represents the northeasterly portion of San Bruno Mountain. The planning area comprises 310 acres of the total 3600 acres on San Bruno Mountain.

The Mountain is the only remaining undeveloped property left from the original Spanish land-grant of "Canada de Guadalupe Visitacion Y Rodeo Viejo." This Spanish land-grant was made in 1837 to Jacob P. Leese, a naturalized Mexican citizen. Portions of the property were later traded or sold. By 1872, the largest holdings reposed in the ownership of the Visitacion Land Company and these were acquired in 1884 by Charles Crocker. Subsequently the property passed to the Crocker Land Company. Ownership of private lands of San Bruno Mountain still remains with the Crocker Land Company and Visitacion Associates. However, San Mateo County negotiated with Crocker Land Company for the acquisition of 1250 acres on the southwestern portion of the Mountain which is now operated by the County as a regional park. Land ownership patterns on San Bruno Mountain are indicated in Exhibit 5, page IV-8.

The Crocker Land Company is a subsidiary of Foremost-McKesson which is one of the joint venture developers for San Bruno Mountain. The other equal partner included within the joint venture arrangement is Amfac, Incorporated. These two corporations have entered into an equal joint venture partnership called Visitacion Associates. Visitacion Associates is responsible for planning and securing the necessary approvals for the proposed joint venture development of San Bruno Mountain.

Land Ownership Map



Source: Crocker Hills: Recommendation for General Plan Amendment, San Mateo County, California. Prepared for Visitacion Associates by Hart·Krivatsy·Stubee.

Legend . . . Visitacion Associates Properties Outside Crocker Hills.

EXHIBIT

In November, 1971 the Crocker Land Company presented preliminary sketch plans and preliminary studies to LAFCo for a sphere of influence determination for San Bruno Mountain. The plans as submitted were in conflict with the County's Park and Open Space Plan inasmuch as they showed development of a new town of 36,000 population, including development within the saddle, which was designated as a regional park. In January, 1972, the Formation Commission held a public hearing on the proposal and determined that an independent feasibility study was desirable. Later that summer, the County General Plan was amended to shift the regional park from the saddle area north of the Guadalupe Parkway to the south side of the parkway.

LAFCo commenced the San Bruno Mountain sphere of influence study with Development Research Associates (DRA) in cooperation with the LAFCo staff and the County Planning Department.[5/] The research program for the comprehensive sphere of influence study consisted of a research team which assigned the overall management of the study to Development Research Associates assisted by Eckbo, Dean, Austin & Williams, landscape architects for environmental concerns, staff members of the San Mateo Local Agency Formation Commission for fiscal analysis, and the San Mateo County Planning Department for planning considerations. The DRA sphere of influence study included in-depth analysis of twelve different alternative sphere of influence designations for all or portions of San Bruno Mountain.

The report, completed in October 1972, recommended that the most logical sphere of influence allocation would be to merge Brisbane and Daly City. The two cities under this alternative would consolidate and then annex the major portion of Visitacion Rancho to create a new city stretching from the Pacific Ocean to the San Francisco Bay. The report further recommended that if the South Slope were to be developed it would logically be within the sphere of influence of South San Francisco. At the time, however, the then-pending Crocker Land Company's development plans did not call for development to take place in the South Slope or Bowl Areas of San Bruno Mountain until the 9th, 12th and 15th years.

For this reason, and because no development plans were contemplated for the regional park, Westbay lands and the Brisbane Quarry, no designation of a sphere of influence for the South Slope was made by the Formation Commission. As a result of the above and due to the regional significance of San Bruno Mountain and its open space and agricultural designation by the San Mateo County General Plan[6/], the decision was made not to assign a sphere of influence for the South Slope until the above factors were resolved. The Commission did, however, make a tentative sphere of influence assignment of the Northeast Ridge, the Crocker Industrial Park, and the Saddle Area to the City of Brisbane.

In 1973, the Formation Commission formed County Service Area No. 9 (CSA No. 9, see Chapter IX, page IX-1) for the purpose of financing planning and related activities on the

Mountain and lands under the County's jurisdiction, prior to annexation. This was done because it was LAFCo's view that San Bruno Mountain is the most significant regional land resource within the immediate sub-region and, as such, precise land use planning for the area should be performed by the governmental body with at least a sub-regional viewpoint. LAFCo believed that the County of San Mateo qualified in this respect better than any other legally available governmental body.

In recognition of the regional significance of the planning for San Bruno Mountain, a technical advisory committee was established to assist the County in evaluating the proposed development plans and also to provide a vehicle for sub-regional coordination. Included on the Technical Advisory Committee were representatives from the cities of Brisbane, Daly City, Colma, South San Francisco, San Francisco, the local school districts, LAFCo, County staff and the developer.

Subsequent to the formation of CSA #9 and the Technical Advisory Committee, Visitacion Associates submitted to the County their formal request for a General Plan Amendment for the portions of San Bruno Mountain proposed for development. After many months of preparation, review, revisions, public hearings by both the Planning Commission and the Board of Supervisors, a General Plan Amendment was finally adopted by the Board on April 20, 1976.

The General Plan Amendment and a subsequent Preliminary Site Utilization Plan[7/] prepared by Visitacion Associates cleared the way for a sphere of influence study for San Bruno Mountain - South Slope. On June 6, 1977, the Formation Commission adopted the staff's recommendation and assigned the South Slope and Bowl areas of San Bruno Mountain to South San Francisco's sphere of influence.

Most recently, in conformance with the General Plan Amendment, the San Mateo County Planning Division is currently preparing a Specific Plan for the development of the Saddle Area of San Bruno Mountain. The Plan provides for 47 residential units to be located on the 325 acre parcel, adjacent to South Hill and Crocker Boulevards in Daly City. The remainder of the land is to be maintained as open space. Less than 2 percent of the Saddle Area is proposed for development. The area reflects the requirements of the Resource Management District consistent with the open space designation given to this area in the General Plan Amendment.

3. Brisbane Vicinity and Brisbane Quarry Areas (History)

The Brisbane Vicinity is an undeveloped area that includes Owl and Buckeye Canyons. The land, 115 acres, of which 56 are developable, lies between the Brisbane Quarry and the City of Brisbane. The area is part of the Guadalupe Valley that also accommodates the Crocker Industrial Park.

The Brisbane Quarry has an interesting place in the history of northern San Mateo County. Gravel and stone for construction purposes have been extracted from the quarry in Guadalupe Valley

since 1895. This was 12 years before the founding of the City of Visitacion (subsequently renamed Brisbane) by real estate speculators in the aftermath of the 1906 earthquake and fire in San Francisco. The 144 acre quarry property, of which about 90 acres are actually being worked, was purchased by Quarry Products, Inc. from the Crocker Land Company in 1976. The quarry presently supplies some 650,000 tons of rock aggregate to North Bay construction projects each year. This amounts to an average of 200 truck trips per day. Approximately 30 persons are typically employed at the quarry site. The quarry is a significant regional resource due to the high cost of transporting rock materials from other suppliers to the San Francisco/North Peninsula area and due to the difficulty of finding other quarries where rip-rap blocks larger than three feet in diameter can be harvested.

On June 28, 1977 the County Board of Supervisors upheld the decision of the Planning Commission to grant a five-year quarry permit to Quarry Products, Inc., for their Guadalupe Valley operation. The permit had been appealed, to the Board by the City of Brisbane because the City objected to the quarry traffic using the main entrance to the downtown area of Brisbane. In upholding the Commission's approval, the Board required that an area plan of Guadalupe Valley be prepared by the Planning Division in cooperation with the City of Brisbane, Crocker Land Company and Quarry Products, Inc., to solve problems of mutual concern. Although previously addressed in the EIR for the Quarry Five-

Year Plan[8], the Board specifically requested that alternate quarry access routes be studied by the County in conjunction with the overall planning effort.

The County Planning Division decided to divide the Guadalupe Valley/Brisbane Area Plan[9] program into three phases, 1) a Preliminary Report, 2) an Alternatives Report, and 3) the finalization of a single best concept. The first two phases of the Plan program have already been completed. The Preliminary Report provides background information for public discussion and common understanding of planning issues. The Alternatives Report presents four alternative concept plans for resolving identified problems in the Guadalupe Valley/Brisbane planning area: a) Buffer Use, b) Dominant Industry, c) Strong Identity, and d) Impact Reduction. The major issues confronting the planning area are 1) Quarry Truck Traffic, 2) Land Use Conflicts, 3) Industrial Expansion and 4) Access Needs. The County Planning Division is awaiting the sphere of influence assignments for the areas included within the Guadalupe Valley/Brisbane planning area before proceeding to phase three of the Area Plan, i.e. finalization of a single best concept.

C. Proposed Land Use

1. Type of Development Proposed

a. Crocker Industrial Park

The proposed land use is industrial with some modest future expansion into the south and north. The Park

is proposed to be fully built out with industrial and commercial development by 1980.

b. Northeast Ridge of San Bruno Mountain

The General Plan Amendment EIR (Proposed Development) provides for the development of 570 town/terrace single family units and 680 multi-family units for a total of 1,250 residential units. The residential units are projected to cover 66 acres of the 310 acre Northeast Ridge site. The proposed development also includes 14 acres of retail-commercial, 10.5 acres of office of industrial, 5.5 acres for a school site, 27 acres for developed park and open space, 12 acres for arterial roads, leaving 175 acres undeveloped. The remaining 175 acres have a slope in excess of 30 percent, making them unfit for development. Table 1, below, provides residential units distribution by housing type. Table 2, page IV-16, provides a specific breakdown of the proposed land use by acre.

TABLE 1

CROCKER HILLS: RESIDENTIAL UNIT DISTRIBUTION, BY HOUSING TYPE

Amendment Gen. Pl. SB MT

HOUSING TYPES	NORTHEAST RIDGE (1,250 DUS)
Town/Terrace Houses	46%
Garden Apartments	19
Mid-Rise Apartments	16
High-Rise Apartments	19

TABLE 2

Northeast Ridge-General Plan Amendment

Land Use Table

Planning Area	Total Acres	Developable (Acres less than 30% Slope)	Undevelopable (acres more than 30% Slope)
Northeast Ridge	310	135	175

Acres Developed in Urban Uses

Residential	Retail Commercial	Office Industrial	School Sites	Arterials
66	14	10.5	5.5	12

Acres of Parks and Open Space

Developed Parks and Open Space (Less than 30% slope)	Undeveloped Open Space (Greater than 30% slope)
27	175

Source: Hart-Krivatsy-Stubee

Town Terrace homes range in height from two to three stories and are usually in clusters or rows of two to six houses. The net average density for Town Terrace homes ranges from 15 to 20 dwelling units (DU) per acre. Garden Apartments range in height from three to four stories and may involve as many as 40 dwelling units per building. The net average density for Garden Apartments ranges from 25 to 30 DU/acre. Mid-rise apartments (proposed for retired persons) range from 6 to 12 stories in height. The net average densities for this unit range from 45 to 55 DU/acre. High-rise apartments range in height from 12 to 20 stories. These buildings will generally be incorporated in a complex of several buildings sharing a common platform of parking and services on several levels.

Development of the Northeast Ridge is proposed to include commercial development as shown in Table 3:

TABLE 3

COMMERCIAL DEVELOPMENT OF NORTHEAST RIDGE (SQ. FT.)

COMMERCIAL (square feet)	NORTHEAST RIDGE
Commercial Recreation	0
Retail	10,000
Office	30,000
Warehouse	165,000
Total Commercial (sq. ft.)	205,000

c. Brisbane Vicinity and Quarry (Proposed Development)

(1) Brisbane Vicinity Area

The General Plan Amendment EIR provides for the development of 56 acres of the 115 acre Brisbane Vicinity. The developable acres are considered to be those with less than 30 percent slope, i.e., Owl and Buckeye Canyons. Nine of these acres are proposed to be developed as parks and open space. The remaining 59 acres are proposed to be left as undeveloped open space because of slopes in excess of 30 percent. No residential development is proposed for the Brisbane Vicinity.

(2) Quarry

The five year permit to operate the Brisbane Quarry will not expire until 1981. It is assumed that the quarry operation will remain active at least until this permit expires. The San Mateo County General Plan designation for the area is intended to be for industrial use, similar to Owl and Buckeye Canyons. These areas would essentially represent an extension of the existing Crocker Industrial Park.

2. Projected Population Growth

a. Crocker Industrial Park

Industrial and commercial use only, no residential. However, the Park is expected to provide employment for approximately 3,500 persons at build-out.

b. Northeast Ridge of San Bruno Mountain

The projected population growth expected to result from the development of the Northeast Ridge would add approximately 3,200 persons as identified within the General Plan

Amendment EIR. This figure was based upon the construction of 1,250 units. Table 4, page IV-19, indicates the number and types of units and the projected persons per unit proposed within the General Plan Amendment EIR.

TABLE 4

Crocker Hills: Housing and Population Figures Used for the General Plan Amendment in the Northeast Ridge

UNIT TYPE	NUMBER OF UNITS	PERSONS/ UNIT	NUMBER OF PEPSONS*
Town/Terrace Houses	570	3.0	1,700
Garden Apartments			
1 BR	70	1.8	
2 BR	90	2.6	
3 BR	80	3.2	
	240	2.5	600
Mid-rise Apartments			
Efficiency	10	1.2	
1 BR	70	1.8	
2 BR	120	2.5	
	200	2.2	450
High-rise Apartments			
Efficiency	55	1.2	
1 BR	90	1.8	
2 BR	90	2.4	
Penthouse	5	1.8	
	240	1.9	450
TOTAL/AVERAGE	1,250	2.6	3,200

see Admendment to Gen. Plan SB44

* Figures rounded off.
Source: Hart-Krivatsy-Stubee

In addition to the residential population on-site employment would occur from development of the Northeast Ridge. The EIR calls for 150 office workers and 20 retail workers.

c. Brisbane Vicinity and Quarry

Future industrial use only, no residential. The General Plan Amendment EIR estimates on-site employment of 400 office workers and 110 workers employed by industry when the Brisbane Vicinity Area is developed. No projections exist for the Brisbane Quarry.

3. Review of General Plans of Surrounding Cities

a. Daly City General Plan

(1) Crocker Industrial Park

Daly City's General Plan[10], adopted on July 24, 1978, shows the Crocker Industrial Park as industrial.

(2) Northeast Ridge

The Daly City General Plan recognizes that"in April, 1976 the San Mateo County General Plan was amended to include the the Northeast Ridge to be designated as intensive mixed use with residential predominating[11]." The plan further recognizes that "although San Bruno Mountain has not been assigned to any city's sphere of influence, its development would have a measurable impact on Daly City because of its proximity to developed portions of Daly City and to Daly City's existing systems and services[12]."

The Northeast Ridge appears on Daly City's General Plan Map. The plan calls for residential density over 18 dwelling units/acre, residential density to 18 dwelling units/acre, open space, parks and recreation, school and community center and a foot trail.

(3) Brisbane Vicinity and Quarry

Daly City's General Plan does not designate land uses for Brisbane Vicinity or the Quarry.

b. Brisbane General Plan

Brisbane's General Plan is in the process of revision by Ironside and Associates/Planning Consultants. LAFCo staff has received a preliminary draft of the 1979 General Plan[13] dated July 17, 1979. All references made to Brisbane's General Plan, therefore, refer to the preliminary draft.

(1) Crocker Industrial Park

Brisbane's General Plan states that, "if the Crocker Industrial Park were annexed to Brisbane, the City would accept the approved County plan."[14]

(2) Northeast Ridge of San Bruno Mountain

Brisbane's General Plan states that, "the future of the Northeast Ridge is a primary issue for Brisbane due to its proximity to the City and the potential effect on facilities and services.[15] The current policy as stated in Brisbane's General Plan is that "if the Northeast Ridge were annexed to Brisbane, the City would accept the approved County plan".[16]

(3) Brisbane Vicinity

Brisbane's General Plan does not designate future uses for the Brisbane Vicinity Area or the Quarry. LAFCo staff would expect that, as is the case with the Crocker Industrial Park and the Northeast Ridge, Brisbane would accept the approved County Plan designation for these areas.

D. Services Presently Provided to Planning Area

1. Crocker Industrial Park

The Crocker Industrial Park is served by the Guadalupe Valley Municipal Improvement District (See Chapter XI, page XI-1). The District provides the Park with police, fire, water, sewer, storm drainage, street lights and street maintenance. Daly City has provided police and fire protection to the Park under contract since 1974 (approximately $100,000 per year). Prior to 1974, Brisbane provided these services to the Park.

2. Northeast Ridge of San Bruno Mountain

Since the subject property is currently undeveloped, the services required have been minimal. The County sheriff is responsible for law enforcement. Fire protection is the responsibility of the State Division of Forestry. This service is provided out of the Belmont Station on Tower Road. Response time to this area by the California Division of Forestry has been estimated to be approximately 25-35 minutes.

3. Brisbane Vicinity and Quarry

The County sheriff is also responsible for law enforcement in this area. Fire protection is the responsiblity of the State Division of Forestry. This service is provided

out of the Belmont Station on Tower Road. Quarry Products currently used water purchased from G.V.M.I.D. for washing rocks. The quarry recently installed a recycle system which reduces their demand for water to replenish the recycle system (57,600 g.p.d. or 14 MG/yr). All sewage from the quarry is discharged into the G.V.M.I.D. collection system; no on-site treatment or disposal of sewage occurs at the quarry.

V. FACTORS TO BE CONSIDERED

V. FACTORS TO BE CONSIDERED

The Knox-Nisbet Act, Government Code Section 54774, is the enabling legislation which created the Local Agency Formation Commission in each county and sets forth the purposes, powers and authority of a Local Agency Formation Commission. Government Code Section 54774 includes the following:

> "Among the purposes of a local agency formation commission are the discouragement of urban sprawl and the encouragement of the orderly formation and development of local governmental agencies, based upon local conditions and circumstances. One of the objects of the local agency formation commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local governmental agencies so as to advantageously provide for the present and future needs of each county and its communities ..."

The Knox-Nisbet Act further indicates that "In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities, the local agency formation commission shall develop and determine the sphere of influence of each local governmental agency within the county. As used in this sec-

tion, 'sphere of influence' means a plan for the probable ultimate physical boundaries and service area of a local governmental agency. Among the factors considered in determining the sphere of influence of each local governmental agency, the commission shall consider:

A. The maximum possible service area of the agency based upon present and possible service capabilities of the agency.

B. The range of services the agency is providing or could provide.

C. The projected future population growth of the area.

D. The type of development occurring or planned for the area, including but not limited to residential, commercial and industrial development.

E. Present and probable future service needs of the area.

F. Local governmental agencies presently providing services to such area and the present level, range and adequacy of services provided by such existing local governmental agencies.

G. The existence of social and economic interdependence and interaction between the area within the boundaries of a local governmental agency and the area which surrounds it and which could be considered within the agency's sphere of influence.

H. The existence of agricultural preserves in the area which could be considered within an agency's sphere of influence and the effect of maintaining the physical and economic

integrity of such preserves in the event that such preserves are within a sphere of influence of a local governmental agency."

The following sphere of influence reports for the City of Brisbane, Daly City (review and update), Bayshore Sanitary District (review and update), County Service Area No. 9, Dimond Public Utility District (review and update), Guadalupe Valley Municipal Improvement District (GVMID), and San Bruno Mountain: Northeast Ridge, will present data and information for the Commission's consideration in response to the above eight listed factors as outlined within Government Code Section 54774. In addition, this sphere of influence report will be presented for the Commission's consideration consistent with the general policies of the Formation Commission articulated in the "General Policies and Criteria for the Development and Determination of Spheres of Influence." A copy of the Commission's guidelines for the development and determination of spheres of influence is included in Appendix A of this report.

The following six chapters present background data, demographic information and governmental service information for each of the affected local governmental agencies included within this sphere of influence study. Following the presentation and review of this information for each agency, staff will present for the Commission's consideration its recommendations for sphere of influence designations.

VI. BRISBANE SPHERE OF INFLUENCE

VI. BRISBANE

A. History and General Background[17/]

For hundreds of years the Costanos Indians, as referred to by the Spanish, inhabited the area of present-day Brisbane. The varied topography of ridges, steep slopes, ravines and gently rolling valley supported the tribe until the area came under the Spanish Mission system as a cattle and sheep grazing area for Mission Dolores de San Francisco de Assissi. After secularization, the lands were freed from mission control and became part of the Mexican land grants of the 1830s and '40s. The first grantee of Rancho Canada de Guadalupe la Visitacion y Rodeo Viejo was made in 1837 to Jacob P. Leese, a naturalized Mexican citizen. The largest holdings were acquired in 1884 by Charles Crocker, eventually passing to Crocker Land Company.

In 1908 "Visitacion City," presently Brisbane, was conceived to serve those displaced by the San Francisco fire and earthquake. Although the project collapsed and the land lay idle until 1929, Arthur Annis established a tract office and began to sell homes sites. By 1934, the slope of San Bruno Mountain was dotted with several hundred small homes, many of which were owned by wage-earners of the developer. From this initial spurt, Brisbane fell victim of the Depression which resulted in hillside shacks and substandard structures. Recovery from the Depression and then again from conditions after World War II was not as rapid in Brisbane as in other neighboring communities. The Crocker Industrial Park in

the Guadalupe Valley was initiated in 1959 and assisted with San Mateo County's growth in the '60s. Brisbane was incorporated on November 27, 1961. The 1960 census counted 2,881 persons in the City.

While Brisbane is basically a residential city, the majority of land within the City is not residential, but commercial or industrial. Income from businesses comprise the largest source, nearly 75 percent, of revenue for the City. Van Waters and Rogers, Chevron USA and Union Oil which are regional distributors for their respective products, are the three largest revenue-generators for the City.

One of the broad issues in Brisbane associated with the desire to expand the tax base is the widespread concern over the environmental effects of development. The rural nature of the city in the midst of an intense urban area may be subjected to increased pressure to change.

Brisbane's present city limits extend from San Francisco City and County on the north to South San Francisco at the southern extremity, and from San Francisco Bay on the west to Daly City at the east. The three major traffic routes leading into Brisbane are the north-south Bayshore Freeway and Bayshore Boulevard, and from the north-west, Geneva Avenue in Daly City which connects with Bayshore Boulevard. San Francisco International Airport is four miles south of Brisbane, just west of the Bayshore Freeway.

B. Land Use and General Plan

The Brisbane General Plan is currently being amended by Ironside and Associates/Planning Consultants. A Preliminary Draft of the 1979 General Plan dated July 17, 1979 was forwarded to LAFCo staff by the City. The proposed General Plan has not, as yet, been adopted by the City. However, the general policies expressed in the Preliminary Draft are assumed by LAFCo staff to be indicative of the City's position on planning matters.

1. Brisbane Planning Area

The Brisbane Planning Area includes"all of incorporated Brisbane and adjacent unincorporated areas which are economically and physically related to the City, and not included within any other city's boundaries."[18/]

"Although San Bruno Mountain is not within any city's sphere of influence, development that may occur on the Mountain would have a significant impact on the City. For that reason San Bruno Mountain is discussed in the General Plan."[19/] The Planning Area boundaries generally follow the ridge of the San Bruno Mountain, including the plateau west of Guadalupe Valley, and extend to the Bay.

2. Land Use

a. Land Use Issues[20/]

During the preparation of the 1979 Brisbane General Plan the following areas represented the greatest Land Use concern and need for policy direction:

1. The Brisbane Acres (the vacant lands adjacent to the existing residential corridor);
2. Visitacion Avenue (the existing commercial corridor);
3. The Northeast Ridge (Guadalupe Canyon - unincorporated lands adjacent to the City's northwest boundary; and
4. The vacant lands west of Bayshore Boulevard and north of Guadalupe Canyon Parkway.

The major land use issues confronting Brisbane as expressed in the Preliminary Draft of the General Plan relating to the above areas include the maturing process of the City, increase awareness of the capability of the land to support development, and optimum uses of undeveloped land.

The Acres is an area of undeveloped land in southern Brisbane that is quite steep and would be difficult to develop. These steep slopes may also have geotechnical problems which, when combined with steep slopes, make development unreasonable.

Although a small shopping center is under construction at Old County Road and Old Bayshore, the commercial development along Visitacion-San Bruno is the only area within the City that serves as a shopping area. To better serve the residents and as a potential source of revenue for the City, additional retail commercial uses are encouraged.

The Northeast Ridge, as part of San Bruno Mountain borders the northwest section of the City and the northern boundary at Crocker Industrial Park. A review of various development proposals by Visitacion Associates has culminated in a General Plan Amendment for San Bruno Mountain that balances open space preservation with economic growth. The land use plan calls for construction of 1,250 residential units of varied styles.

Vacant land west of Bayshore Boulevard and north of Guadalupe Canyon Parkway, called Franciscan Heights, is not contiguous to the residential section of Brisbane. Many residents favor infilling of the existing residential core rather than creating new areas of residential development. Recent proposals for developing the property have been for residential use, at least in part. No formal application has been submitted under the current PD zoning for the property.

b. Existing Land Use[21/]

Existing land use in the City of Brisbane is as follows:

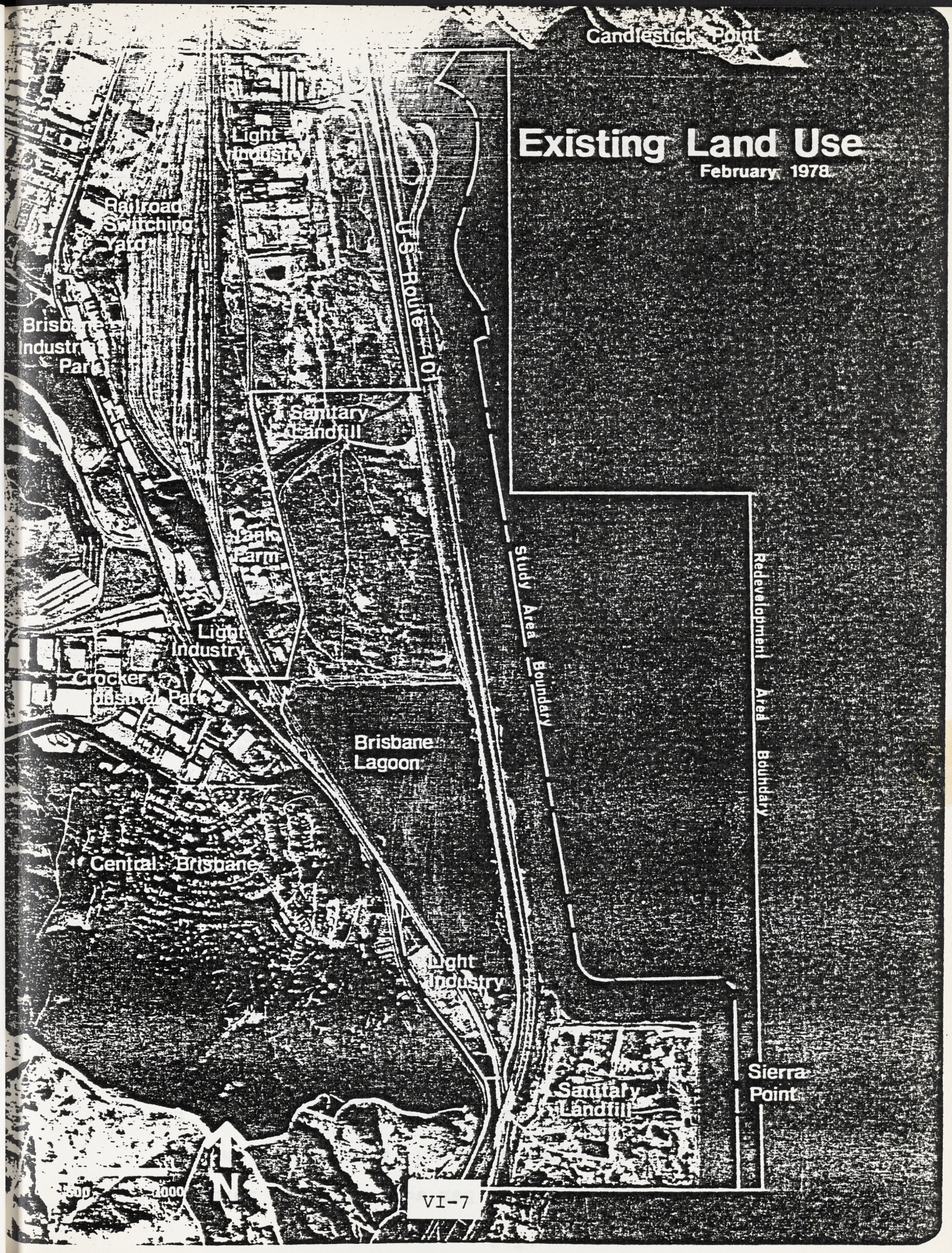
TABLE 5

Brisbane's Existing Land Use

Developed Land	Acres	
Residential	76.23	
Commercial	3.92	
Industrial	403.40	
Parks and Recreation	3.17	
Public Parking	19.89	
TOTAL DEVELOPED LAND		506.61
UNDEVELOPED LAND		943.96
TOTAL ACRES IN CITY		1450.57

Source: City of Brisbane

Exhibit 6, page VI-7, shows existing land use within the City of Brisbane (Please note that the City's Zoning Ordinance is currently being reviewed.)


Existing Land Use
February 1978
Candlestick Point
Light Industry
Railroad Switching Yard
U.S. Route 101
Brisbane Industrial Park
Sanitary Landfill
Tank Farm
Light Industry
Crocker Industrial Park
Brisbane Lagoon
Central Brisbane
Light Industry
Study Area Boundary
Redevelopment Area Boundary
Sierra Point
Sanitary Landfill
N
1000
2000

Land uses in the subareas of the City of Brisbane as described in the Preliminary Draft of the General Plan are as follows:

Central Brisbane--This subarea is defined as the residential and business section of the City bordered on the north by the Crocker Industrial Park, on the west and south by the San Mateo County line, and on the east by Bayshore Boulevard. Commercial uses are concentrated along Visitacion Avenue and extend along Bayshore Boulevard. According to the State Board of Equalization, Brisbane has 123 commercial permits, 25 of which are located in this subarea. The subarea also has substantial residential variety. A 26 site mobile home park and a motel with 25 units located on Old County Road are the first structures noted when entering Brisbane.

Bayside Acres--This subarea is that portion of the Acres generally east of the north-south segment of Annis Road. About one-half of the parcels in the area have slopes averaging 40 percent or greater. The recommended use for this area is residential at a density of two units per acre.

Brisbane Acres--This subarea is that portion of the acres generally west of the north-south segment of Annis Road. Nearly all of the parcels in the area have slopes averaging greater than 40 percent. The general plan indicates that the best use for the area would be open space but since the property is privately owned, residential use at one unit per acre could be permitted.

The Baylands--This subarea was created by sanitary land fill which left the land flat and barren. The most dominant physical features in the subarea are the Bay and the 112 acre lagoon which is subject to tidal action of Bay waters passing through a culvert under Highway 101. The dominant existing land uses are open space, manufacturing, and industrial. Major focal points include the Southern Pacific Tank Farm to the southwest and industrial uses on the northern border with San Francisco. This area contains the largest amount of open space in the City of Brisbane. The area also includes the 100 acre Sierra Point Penninsula.

Northwest Industrial--This subarea is bounded on the east by the Southern Pacific Railroad tracks and on the west, north and south by the City limits. The Bayshore Neighborhood of Daly City (see Section 1, page VII-56) abuts the area on the north. The character of the area is dominated by the Southern Pacific Railroad Switching Yard. The Brisbane Industrial Park, containing various light industrial uses, is located adjacent to Bayshore Boulevard, west of the railroad spur/yard. Other land uses include the Pacific Gas and Electric Substation, which is bounded to the south by the open hills of Franciscan Heights. This eastern ridge of San Bruno Mountain is one of the most prominent features of the subarea.

c. Future Land Use

Urbanized land in the City of Brisbane in the year 1990*is proposed to be as follows:

TABLE 6

Residential	Units Per Acre		Location
Planned Development	2+	124.5 acres	Brisbane Acres
Medium Density	1-10	116.2 acres	Central Brisbane
Medium/High Density	1-20	65.6 acres	Central Brisbane & No. of Guadalupe Cnyn. Pkwy.
High Density	1-30	5.9 acres	Central Brisbane
	Total	312.2 acres	
Commercial			
Retail		8.7 acres	Central Brisbane
Heavy Commercial		14.8 acres	Bayshore
Administration/Professional		16.2 acres	No. of Guadalupe Canyon Parkway
Shopping Center		13.8 acres	Old County Road
Mixed Commercial		80.0 acres	Sierra Point
	Total	133.5 acres	
Industrial		720 acres	Redevelopment Area
Public			
Schools		19.4 acres	Central Brisbane
Public Utilities		28.4 acres	Central Brisbane
Parks		23.8 acres	Central Brisbane
	Total	71.6 acres	
Open Space			
Proposed Golf Course		120.0 acres	Redevelopment Area
Open Water Area		112.0 acres	Brisbane Lagoon
Shoreline Park		1.2 acres	Redevelopment Area
Sierra Point Marina		20.0 acres	Sierra Point
	Total	253.2 acres	
	Total Urbanized Land	770.5 acres	

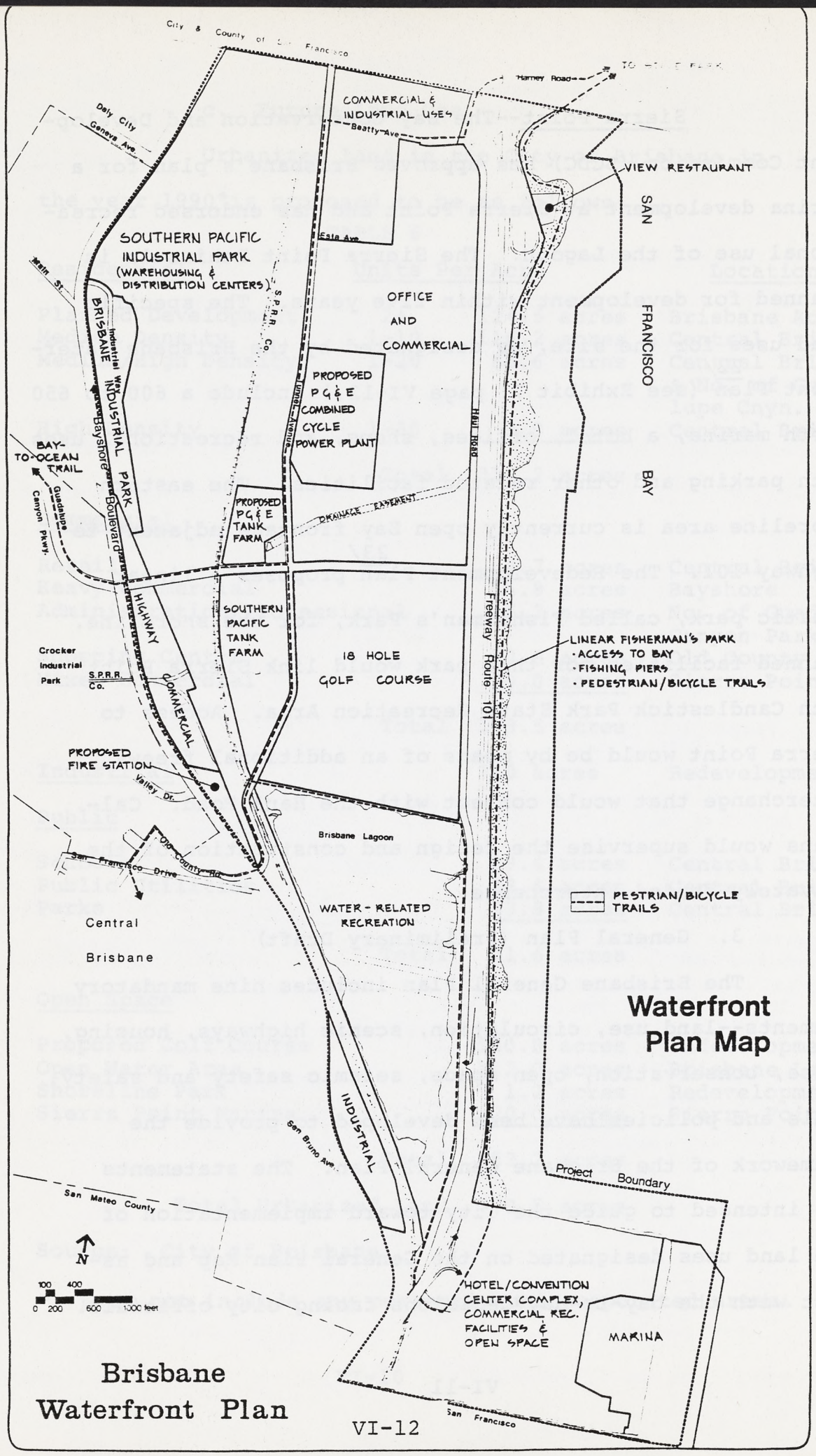
Source: City of Brisbane

* Does not include any currently unincorporated areas.

Sierra Point--The Bay Conservation and Development Commission (BCDC) has approved Brisbane's plan for a marina development at Sierra Point and has endorsed recreational use of the Lagoon. The Sierra Point Peninsula is planned for development within five years. The specific land uses for the site, as designated by the Brisbane Waterfront Plan[22/] (see Exhibit 7, page VI-12,) include a 600 to 650 berth marina, a hotel, offices, shops, and recreational uses with parking and other related facilities. The eastern shoreline area is currently open Bay frontage adjacent to Highway 101. The Redevelopment Plan[23/] proposes a linear aquatic park, called Fisherman's Park, for the shoreline. Planned facilities for this park would link Sierra Point with Candlestick Park State Recreation Area. Access to Sierra Point would be by means of an additional freeway interchange that would connect with the Haul Road. CalTrans would supervise the design and construction of the privately-funded interchange.

3. General Plan (Preliminary Draft)

The Brisbane General Plan includes nine mandatory elements--land use, circulation, scenic highways, housing, noise, conservation, open space, seismic safety and safety. Goals and policies have been developed to provide the framework of the Brisbane General Plan. The statements are intended to guide the City toward implementation of the land uses designated on the General Plan Map and assist with the day-to-day decisions facing city officials.



Waterfront Plan Map

Brisbane Waterfront Plan

The Goals Statement of the Brisbane 1979 General Plan (Preliminary Draft) is as follows:

> "The goal of the Brisbane General Plan is to integrate rational physical, social, environmental and financial elements of the community for the benefit of current and future residents. The City desires a diversified economic base that would increase the tax revenue and contribute to the City's ability to provide quality community services.
>
> "One of the City's greatest assets is its rural nature in the midst of a traditionally urban area. It is a goal of the City to retain this character within the Central Brisbane subarea while exploiting the potential of the eastern portions of the City to provide necessary tax revenues for the future." 24/

C. Social Systems

1. Demography

The City of Brisbane was incorporated on November 27, 1961, by Resolution No. 16841. The 1960 census counted 2,881 persons in the then unincorporated area. The population of the city in 1970 was 3003. The California State Department of Finance population estimates for the City of Brisbane for the past six years are shown in the following Table:

TABLE 7

POPULATION OF BRISBANE 1960-1979

Year	Source	Population	Inc/(Dec) Number	Inc/(Dec) Percent
1960	U.S. Census	2,881		
1970	U.S. Census	3,003	122	4.2
1974	Dept. of Finance	2,870	(133)	(4.4)
1975	Dept. of Finance	2,870	0	0
1976	Dept. of Finance	2,950	80	2.7
1977	Dept. of Finance	3,025	75	2.5
1978	Dept. of Finance	3,082	57	1.9
1979	Dept. of Finance	3,110 (est.)	28	0.9

Current population figures indicate that the rate of population growth in the City has slowed. This reflects the lack of suitable building sites within the existing city.

Table 8, page VI-15, presents the comparative general population characteristics of Brisbane since 1960 with San Mateo County and the San Francisco Bay Region. This table indicates that the population per household size for Brisbane of 2.7 as of 1970 was slightly less than the 2.9 San Mateo County average and the 2.8 Bay Region average. This table also indicates that the median age of the Brisbane residents in 1970 was 29.6 years as compared to 29.4 for San Mateo County and 28.4 for the Bay Region. These two statistics show Brisbane has a fairly typical household size and median age compared to the County and Region. The percentage of population over 65 years at 7.7 percent is also typical of

TABLE 8

COMPARATIVE GENERAL POPULATION CHARACTERISTICS
OF BRISBANE, SAN MATEO COUNTY AND THE BAY REGION, 1970

	Brisbane	San Mateo County	Bay Region[2]
Total Population 1970	3,003	556,234	4,628,199
Total Population 1960	2,881[1]	444,234	3,638,939
Percent Change 1960-1970	+4.2%	25.2	27.2
Population per Household	2.7	2.9	2.8
Percent Population under 18 Years	29.8%	32.1	32.1
Median Age	29.6	29.4	28.4
Percent Population over 65 Years	7.7%	7.7	8.8
Percent Married Population over 14 Years of Age	64.8%	63.6	60.0
Percent Black	0.3%	4.7	7.9
Percent Spanish-American	21.6%	11.7	12.3

Source: San Francisco Bay Area Council, The Bay Area 70 Census Series, San Mateo County, June, 1971.

[1]Population in area incorporated as Brisbane after 1960 census.

[2]The Bay Region includes the nine counties of Alameda, Contra Costa, Marin, Napa, Santa Clara, San Mateo, San Francisco, Solano, and Sonoma.

San Mateo County at 7.7 percent, but lower than the Bay Region as a whole, 8.8 percent. The racial mixture of Brisbane, however, is not typical of either San Mateo County or the Bay Region. The City has a 0.3 percent Black population, compared to 4.7 percent for San Mateo County and 7.9 percent for the Bay Region. Further, the City has a 21.6 percent Spanish-American population, compared to 11.7 percent for San Mateo County and 12.3 percent for the Bay Region.

Table 9, page VI-18, shows population forecasts for the City of Brisbane. The table further provides a specific breakdown by race, sex and age for the City. Total population projections through the year 1995 are shown on the table, however, projections by race, sex, and age are not available for the City.

A map showing the census tracts within the City of Brisbane, is shown in Exhibit 8, page VI-20. The household size by type of unit for the City of Brisbane, is shown in Table 10, page VI-21. As can be expected, this table indicates that the household size decreases from an average of 2.85 persons per unit for single family housing units down to an average of 1.83 persons per unit for multiple units consisting of 5 or more apartments.

The Brisbane median family income as shown in the 1970 census was $10,449. Table 11, page VI-22, presents a specific breakdown of the family income concentrations within Brisbane. The table shows that the 1970 Brisbane annual median family income was $2,773 less than the San Mateo County median family income. Brisbane's per capita annual income of $3,794 was $759 less than San Mateo County per capita annual income of $4,553.

TABLE 9

POPULATION FORECASTS

BRISBANE, CALIFORNIA

Race	1970[1]	1978[2]	1980[3]	1995[3]
White (including Spanish American)	2,900			
Black	8			
Spanish-American	647			
American Indian	12			
Chinese	26		N/A	
Japanese	6			
Filipino	26			
Other	25			
TOTAL	3,003			
Sex				
Male	1,519			
Female	1,484			
TOTAL	3,003	3,080	3,200	4,000
Age				
Under 5	255			
5-9	276			
10-14	232			
15-19	208			
20-24	271			
25-34	509		N/A	
35-44	308			
45-54	377			
55-59	192			
60-64	143			
65-74	165			
75+	67			
TOTAL	3,003	3,080	3,200	4,000

Median Age = 29.6

1 - All data taken from 1970 Federal Dicennial Census.

2 - State Department of Finance, Population Research Institute. Population Estimates of California Cities and Counties, January 1, 1977, and January 1, 1978, Report 78 E-1, May 8, 1978.

3 - Total population estimated by San Mateo County Planning Division based on Technical Memorandum ID-5, Joint Land Use Study: San Francisco International Airport - San Mateo County, by Williams, Platzek & Mocine, February, 1979.

EXHIBIT 8

Brisbane Census Tracts

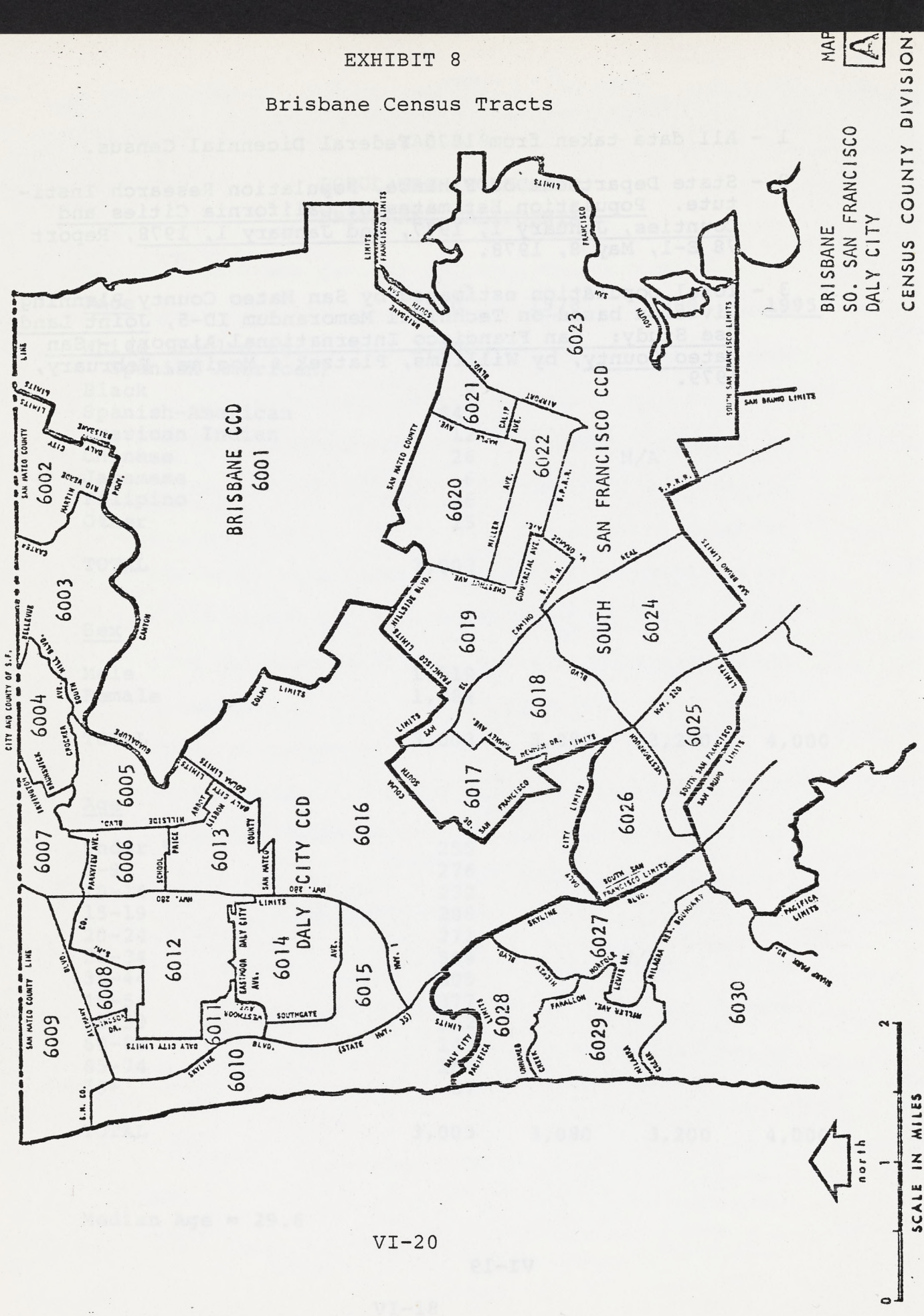


TABLE 10

HOUSEHOLD SIZE BY TYPE OF UNIT, AND POPULATION FIGURES BY CENSUS TRACTS, 1970
CITY OF BRISBANE

Census Tract	Population Incorporated Area	Population Unincorporated Area	Total Population	Single Housing Units	2-4 Units	5 Plus Units	Mobile Homes
6,001	3,003	----	3,003	2.85	2.53	1.83	1.92

TOTAL

Source: 1970 Federal Census of Population and Households and H-4 and P-3, San Mateo County Demographic Files

TABLE 11

BRISBANE ANNUAL MEDIAN INCOME FIGURES, 1970

AND FAMILY INCOME CONCENTRATION BY CENSUS TRACT

Census Tract	Brisbane Median	Low $0 - $9,999	Middle $10,000 - $24,000	Upper Middle $25,000 - $49,000	Upper $50,000 Plus
6,001	$10,449	370	411	21	0

TOTAL	1970	Est. 1975[1]
Brisbane Median Family Income	$10,449	---
Brisbane Per Capita Income	3,794	6,288
San Mateo County Median Family Income	13,222	---
San Mateo County Per Capita Income	4,553	7,075

Source: 1970 Census of Population, San Mateo County Demographic Files C-2, C-3, and H-11.

[1]Bureau of the Census, Depart. P-25, No. 744, January, 1978.

2. Employment

The 1970 census indicated that approximately one-half of the employed persons residing within Brisbane were employed in white-collar positions. Table 12, page VI-24,provides a complete breakdown of the percent distribution comparisons of the employed population within Brisbane 16 years of age and older. As shown, 640 persons out of a total work force of 1326 or 49.4% were employed within a white collar classification. This 49.4% compares to the San Mateo County average of 60.1%.

TABLE 12

PERCENT DISTRIBUTION COMPARISON OF EMPLOYED POPULATION SIXTEEN YEARS AND OVER, 1970

Occupation	Brisbane Number Employed	%	San Mateo County Number Employed	%
White Collar*	640	49.4	144,920	60.1
Blue Collar**	502	37.0	67,242	27.9
Service Workers***	178	13.1	27,847	11.6
Farm Workers****	6	0.4	1,027	0.4
TOTAL	1326	100.0	241,036	100.0

* The components of the category labeled white collar include professional, technical and kindred workers; managers and administrators, except farm; sales workers; and clerical and kindred workers.

** The components of the category labeled blue collar worker include draftsmen, foremen, and kindred workers, operatives, except transport; transport equipment operatives; and laborers except farm.

*** The components of the category labeled service workers includes service workers (except private household); and private household workers.

**** The components of the category labeled farm workers includes farmers and farm managers; and farm laborers and farm foremen.

Source: U. S. Census of Population, California, 1970, PC (1) - C6 San Mateo County Planning Department Data File E-1.

3. Housing

The Preliminary Draft of Brisbane's 1979 General Plan includes a Housing Element[25/] consisting of programs for the improvement of housing and provision of adequate sites to house all economic segments of the community. The Government Code requires a housing element in all City and County general plans. It also requires that local housing elements be prepared according to regulations developed by the California Department of Housing and Community Development (HCD) by October 1979. The new guidelines require that the City:

> make a good faith, diligent effort to provide opportunities for and to facilitate the maintenance, improvement and development of an appropriate variety and choice of housing for all economic segments of community, consistent with its identified need and fair share responsibilities. A locality . . . is not required to undertake programs which are economically infeasible. In fulfilling its responsibilities under the Government Code, a locality also may, but is not required to, expend local revenues to provide rental subsidies, to finance the acquisition of land for the construction of housing or to finance the actual construction of housing, except as otherwise provided by law.*

Table 13, page VI-26, shows the housing count change in San Mateo County and the City of Brisbane. The table indicates that the 14 percent increase in housing in Brisbane during the period was much less than the 33.4 percent increase in the San Mateo County.

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* Section 6460 Subchapter 4 of Chapter 6 of the California Administrative Code.

The Table further shows the residential units in Brisbane by type of structure. Although total units increased by 14 percent between 1960 and 1970, single family units decreased by 17 whereas multi-family units increased by 161 units.

TABLE 13

HOUSING COUNT AND CHANGE BY TYPE OF STRUCTURE, 1960 - 1970

			Change Inc.(Dec.)	
	1960	1970	#	%
Brisbane				
Single*	909	892	(17)	(1.9)
Multi**	119	280	161	135.3
Total	1,028	1,172	144	14.0
San Mateo County				
Single*	119,559	137,535	17,976	15.0
Multi**	22,995	52,612	29,617	128.8
Total	142,554	190,147	47,593	33.4

* Single units include single detached, and single attached dwelling units plus mobile homes and trailers.

** Multi units include 2-4 units and 5+ units categories.

Source: U.S. Bureau of the Census; Census of Housing, Calif. 1960 and 1970.

The Association of Bay Area Governments (ABAG) estimates that there are 228 inadequately housed families in Brisbane. Sixty-nine percent of these households are spending more than 25 percent of their gross annual income on housing. Twelve percent are overcrowded, (more than 1.01 persons per room) and nineteen percent have substandard heating.[26/]

Based on HCD housing guidelines, Brisbane's housing goal for the next 20 years[27/] is to provide for the unmet current housing need of 208 families. Of these households it is estimated that:

75 are elderly (over 65)

110 are family (1-4 persons)

23 are large family (5 or more persons)

To meet current and future needs over the next 20 years the City will have to target the provision of affordable housing to ten families each year.

A windshield survey of Brisbane's housing stock performed by Ironside and Associates/Planning Consultants, in June 1979,[28/] indicated that sixty-seven percent of the housing stock is over 25 years old, 21 percent is between 10-15 years old, and 12 percent is less than 10 years old. Evaluation of the structures included structural components such as roof, foundation, siding, walls, porches, steps, and frame. Of all the structures, 28 percent have minor struc-

tural deficiencies, 11 percent have structural deficiencies, and 3 percent need abatement. The remaining 58 percent are structurally sound.

The overall vacancy rate in the City of Brisbane according to the 1970 census was 3.8 percent. A more recent estimate included in the General Plan is 1.0 percent (or 13 units). The vacancy figure for rental units is .05 percent.

D. Services

1. Water

The City of Brisbane's water system is similar in many respects to water systems of the neighboring hillside Peninsula communities that face the San Francisco Bay. These communities all receive their basic water supply from the San Francisco Water Department and the points of availability are generally below the elevations of the community. This requires that local water systems provide pumping facilities to elevate the water to higher areas of the community and also requires storage at high elevations to provide adequate pressure to water users.

The City of San Francisco supplies water to the City of Brisbane under the terms of a renewable 20 year agreement, commencing September 19, 1960. The agreement provides for supplying all of the water needs of the service area. Additionally, the agreement provides for a continuation of the water supply beyond the 20 year agreement as follows:

"After the expiration of said term, this application may be extended by mutual consent of the parties if subject to any modifications thereof which may be determined at said time. If no exceptions take place and in the absence of any new applications, applicant shall be guaranteed that quality water which it receives during the last full calendar year before the expiration of the term of this application as limited by same capacity of the San Francisco Water System to furnish water to the applicant and all other users supplied by said water system prorated to the consumption by applicant for said calendar year, as determined as of the conclusion of said calendar year by the San Francisco Water Department." 29/

The portion of Brisbane's water system located in Central Brisbane was acquired in 1963 by the City of Brisbane from the Brisbane County Water District. Although some improvements have been made to the system, much of it is still original. The system was surveyed in 1961 and at that time various portions were designated to be in fair or poor condition.

The static water pressure available to Brisbane is a function of the elevation of either the Pulgas Tunnel, which is the conduit of Hetch Hetchy water being supplied to Crystal Springs Lake, or the lake surface of Crystal Springs Lake. Brisbane receives its water via two pipelines, the 44" Crystal Springs number one pipeline and the 60" Crystal Springs number two pipeline. The Central Brisbane Area is served by three metered connections to the San Francisco Water Department transmission supply line. The three metered connections are as follows: (1) San Francisco Visitacion Avenue meter connection. This meter connection is a 6" compound meter connected to both the 44" and 60" San Francisco transmission supply line. This connection is capable of accepting water

individually from either the 44" or the 60" San Francisco transmission supply line. (2) San Bruno Avenue Fire Station metered connection. This metered connection is a 6" compound meter connected to the 60" San Francisco transmission supply line, and (3) San Bruno Avenue Bayshore Highway connection. This meter connection is a dual 6" compound complex meter connected to both the 44" and the 60" San Francisco transmission supply line. This connection is capable of accepting water individually from either the 44" or the 60" San Francisco supply lines. The water distribution system in the Central Brisbane area varies in size from 2" diameter to 10" diameter.

Brisbane is divided into four pressure zones due to the differences in elevation in the developed residential area.

Pressure zone 1, served directly from the three connections, has sufficient pressure available from just the San Francisco system without an additional pressure boost. A 200,000 gallon steel storage tank on Humboldt serves the zone.

Pressure zone 2 is served by the Lake Street pump station which delivers water to two 50,000 gallon redwood storage tanks. One is located at Humboldt and Glen Park and the other off of Trinity Road.

Pressure zone 3 is served by the Glen Park pump station which delivers water to the Margaret Avenue tank, which has an effective capacity of 25,000 gallons.

Pressure zone 4 is served by a 6,000 gallon storage tank at Paul Avenue. This redwood tank is supplied by a pump station at Margaret and Paul Avenues.

Zones 3 and 4 have flow rates and residual pressure that are substandard. The hydrant at Kings Road and Margaret Avenue has a flow of 900 gallons per minute and residual pressure of 18 psi. At Paul,west of Margaret Avenue, the flow rate is 350 gallons per minute with 25 psi of residual pressure.

The subject of water requirements was covered in the Master Water and Sewage Systems Planning Study[30] completed for the City of Brisbane in 1971 by Resources, Engineering, and Management (REM). Water requirements are a complex subject and vary with use. Domestic use will vary with the age of the residence and density of development. Storage is an important factor in emergency planning because sufficient storage reduces the reliance on huge pumps and provides water needed during emergencies and at peak demands.

An analysis of total monthly deliveries made by the San Francisco Water Department to the City of Brisbane indicates the water use averaging approximately 99 gallons per capita per cay. A comparison of the average per capita water use, 99 gallons per capita per day, and the per capita dry water sewage flow, 37 gallons per capita per day, indicates that a rather low percentage of water is used for sanitary purposes.

The Brisbane Water Department water rates and charges for water service are as follows:

0 - 300 cu. ft.	$6.75 flat
400-800 cu. ft.	$1.30 per unit, plus $6.75
900 cu. ft. and over	$1.47 per unit, plus $13.25

A listing of the currently authorized positions for the City of Brisbane's Water Department is as follows:

CURRENTLY AUTHORIZED POSITIONS

NUMBER OF POSITIONS	
1	Engineer - Part time under contract
1	Foreman - Combined with Public Works Foreman position
1	Water Leadman - Combined with Public Works Leadman
3	Laborers - when needed

2. Sanitary Sewer Service

The City of Brisbane has an agreement with the Guadalupe Valley Municipal Improvement District (GVMID), which operates the sewage collection system, and with San Francisco, which disposes of the sewage. Sewage from Brisbane is transported via an 8-inch sewer line 300 feet south of San Bruno Avenue and a 10-inch sewer line approximately 900 feet north of San Bruno Avenue on Bayshore Boulevard. The sewage is transported by a pressurized system to Geneva Avenue. From

there it free-flows to the San Francisco Southeast Plant. The income and expenditures of the GVMID sanitary sewer service are discussed in Chapter XI, page XI-11 of this report.

Brisbane's sanitary sewer system serves the Central Brisbane business and residential area and the Brisbane Acres area to the southeast. The total service area is about 185 acres. Sewer lines serving the Acres connect to the 10-inch line along Bayshore Boulevard. The 6-inch line in the Acres branches at San Bruno Avenue and at two more northerly locations. The first of these two is only 100 feet in length and serves the highway-commercial district along Bayshore. The second extends westward up the slopes to Joy Avenue where it angles to parallel the cul-de-sac. The sewer line along San Bruno Avenue terminates at William Avenue. Branches from this line include Annis Road, Gladys Avenue, and to the 600 block of Harold Road. Records showing sewer grades are not available but grades are assumed to be approximately the same as the ground in which the sewers are placed. Since the ground slopes are greater in the Acres than in the developed residential section of Brisbane the capacities of the sewers at the upper limits of the system are generally greater than the capacities at the lower end of the system.

On the basis of these assumptions the limiting capacities of the interceptor, trunk sewer, and outfall sewer are as follows:

San Bruno Avenue Interceptor Sewer - 0.87 MGD
Visitacion Avenue Interceptor Sewer - 1.40 MGD
North San Francisco Avenue Sewer - 0.27 MGD
South San Francisco Avenue Sewer - 0.25 MGD
Visitacion Avenue Trunk (12") - 1.0 MGD
Brisbane Acres Trunk (12") - 1.1 MGD
Outfalls to the Pump Station (15") - 3.0 MGD

From these observations it can be expected that at the present sewage system in the City of Brisbane has a total collection capacity of 2.1 million gallons per day as limited by the two 12" trunks feeding the outfall.

The area included in the Crocker Industrial Park Development is sewered by a network of sewer lines up to 24" in size. The system terminates at a pump station on the west side of Bayshore Boulevard. At this point, flow from the Crocker Development and the City of Brisbane joins and is pumped to the sewage treatment plant in the City and County of San Francisco. The Guadalupe Valley Municipal Improvement District indicates that the existing collection system serving the Crocker Industrial Park Development has a size capacity of approximately 5 MGD. Since these lines were constructed in the early 1970's, storm route infiltration is assumed to be at a minimum, with the sewers in good condition. However the City of Brisbane's collection system is a major contributor of infiltration/inflow to the G.V.M.I.D. pumping system because of its age (built prior to 1936) and the fact it was installed without the advantage of engineering design.

The North Brisbane Industrial Area is within the Bayshore Sanitary District (See Chapter VIII, page VIII-1, and includes most of the developed areas within the incorporated Brisbane, north of the Industrial Crocker Park and as far east as the present Bayshore Freeway. The area is served as sewer line network which flows by gravity to a pump station near the southern end of the district. From there, sewage is lifted for flow of gravity north by a 21" trunk line eventually to discharge in the City of San Francisco, Candlestick, interceptor trunk. The old treatment plant has been abandoned and the Bayshore Sanitation District has constructed a new pump station of greater capacity located in the vicinity of Bayshore Highway and Industrial Way. This new pumping facility eliminates the bypassing of raw sewage to San Francisco Bay during periods of wet weather flow. San Francisco will accept up to 500,000 gallons of sewage per day (gpd) from Brisbane. Dry weather flows average 100,000 gpd. Brisbane estimates their ultimate sewage generation (including that from Sierra Point as well as other proposed developments) will be approximately 475,000 gpd.

While capacities appear to be within limits, the level of treatment provided by San Francisco's Southeast Plant presently violates State and Federal requirements. The plant currently is being expanded, although additional flows without facility improvement would intensify the situation. The City of San Francisco is working to provide secondary treatment of all dry weather flows, as required by the Federal Water Pollution Control Act, by January 1, 1980.

The cost of sewer connection is in monthly charges. There is no existing sewer connection charge, the monthly service charge is $6 per dwelling unit.

The currently authorized positions for this function are the same as the Water Department.

3. Transportation

SAMTRANS currently provides public transit to the City of Brisbane. This system provides service to BART stations in Daly City, Southern Pacific in South San Francisco, MUNI connections in Daly City, and to San Francisco, South San Francisco, and San Bruno (Tanforan Shopping Mall). Greyhound also provides limited service along Bayshore Boulevard. Southern Pacific Railroad commuter service passes through the City but makes no scheduled stops.

Capital improvements scheduled for development by the City of Brisbane include two roadway systems which will supply access to the Sierra Point Peninsula. North and south access will be supplied by a 3.5 mile, four lane Haul Road that will be located directly west of Highway 101. The other roadway scheduled for development is a two-lane road that will be located just north of Brisbane Lagoon. This road will supply east and west access to Sierra Point.

No capital roadway improvements are presently planned by the City of Brisbane for the unincorporated areas which

are adjacent to Brisbane. They will be planned only if those areas are included in Brisbane's sphere of influence.

The City of Brisbane currently has no plans to maintain or improve the streets or for cost estimates to provide street lighting in any adjacent unincorporated areas. The transportation function is not a separate department in the City of Brisbane; therefore, plans and estimates are the responsibility of the city engineer.

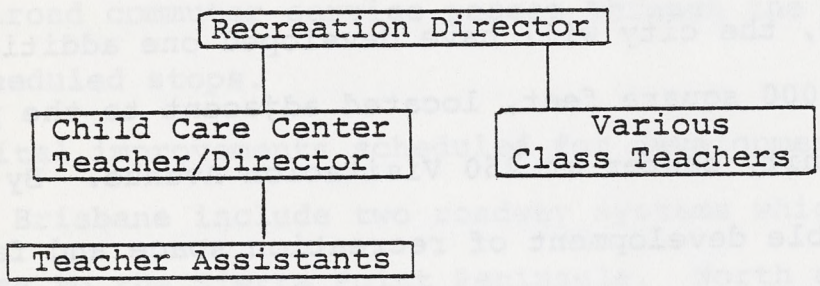
4. Parks and Recreation

Richard Firth Park is currently the only developed park within Brisbane. It has a total area of approximately one-half acre. Park maintenance is the responsibility of the Public Works Department.

By 1980, the city will have developed one additional mini-park of 5,000 square feet, located adjacent to the proposed new community center at 250 Visitacion Avenue. By 1995, considerable development of recreation space and facilities is expected to occur in Brisbane. Sierra Point is expected to develop with a 600 berth arena about 40 acres in scattered park in open space and a swimming, tennis, or racquet ball complex. In addition there are plans to develop a Fisherman's Park with bicycle and pedestrian trails on the narrow strip of land east of the Bayshore Freeway, next to the San Francisco Bay. An 18-hole golf course is proposed for undeveloped areas immediately north of the Brisbane Lagoon.

The lagoon itself is projected as a passive recreation area offering fishing, boating, swimming, hiking, bicycling, and birdwatching.

On July 1, 1978, all the recreation department staff was laid off with the exception of the recreation director. He was retained to work 10 hours a week to administer grants relating to recreation. Since that time, the recreation department has started a child care center which is supported entirely by users fees. The City has continued to offer some classes that are entirely self-supporting. The functional organization of the Recreation Department is as follows:



Non-residents of the City of Brisbane are allowed to use any recreation facilities and programs that are available to residents. In the adult sports programs that were offered by the city until recently, there was an increased fee for non-residents. Currently all programs cost the same for residents and non-residents.

5. Public Safety

In 1978, the City of Brisbane consolidated its Fire and Police Departments into a Public Safety Department. The continually rising costs of fire and police protection together with an increasing public demand for more and better protective services, have caused many municipal officials to examine alternative ways of providing fire and police services. However, the City of Brisbane is one of the few cities in the State of California to complete such a consolidation. Brisbane's Director of Public Safety is directly responsible to the City Manager and encompasses Police and Fire services as well as general assistance to the Public Works Department.

a. Fire Function

The City of Brisbane has two fire stations, however, only Station #1 is manned. Table 14, page VI-40, presents a summary of pertinent data for Brisbane's fire stations, including the year constructed, the number of apparatus bays, their dormitory capacity and other relevant information.

There have been no changes in station location since the Gage, Babcock and Associates, Incorporated Report on Fire Protection Study of San Mateo County[31/] was completed in 1975. Equipment is the same except for the addition of a light reserve truck and some rescue equipment. Table 15, page VI-41, presents an inventory of fire apparatus at the

TABLE 14

FIRE STATION SUMMARY

Station Number	Address	Year Built	# of App. Bays	# of Drive Thru Bays	Apparatus Room Size	Dorm Capacity	Emer. Power	Drill Yard	Room for Expansion	Cond.
#1	700 San Bruno Ave.	1940's	2	0	N.R.	7	Yes	No	No	Fair
#2	Southern Pacific R.R. Yard, Geneva & Bayshore Blvd.	1930's	2	0	N.R.	6	Yes	Limit.	Yes	Poor

Source: Report on Fire Protection Study for San Mateo County, Gage-Babcock and Associates, 1975

TABLE 15

BRISBANE FIRE APPARATUS SUMMARY

BRISBANE

Station Number	Company Number	Type	Year Pur.	Make & Model	Pump Cap.	Water Tank	Max. Ladder Length Feet
1	1	Pumper	1966	Coast 8V71 Diesel	1500	500	35 ft.
1	2	Pumper	1962	Coast 549 Int. Gas	1250	500	35 ft.
2	3	Pumper	1971	American La France 6V53N - Diesel	1250	500	24 ft.
1	4	Tanker/ Pumper	1956	Int'l 401 Gas	500	1000	36 ft.
2	7	Reserve Pumper	1937	Van Pelt 270 Gas Indiana	750	500	24 ft.

Source: Report on Fire Protection Study for San Mateo County, Gage-Babcock and Associates, 1975

Brisbane fire stations. Exhibit 9, page VI-43, showing Brisbane fire station locations has been extracted from the Commission's Fire Protection Report.

Capital improvement plans include the construction of a new public safety building to accomodate all public safety equipment and personnel between the years 1980 and 1995. Further, there will be the usual equipment replacement due to age, with possible addition of a light truck.

An adequate and reliable source of water, of course, is an important aspect of fire protection. The following table gives a comparison of the amount available (in gallons per minute at 20 psi residual pressure) in the water system to what is "required" in regard to loss potential. The amounts noted in the column headed "required" are the maximum (no deficiency) water demand or "fire flows" estimated by Gage-Babcock & Associates to be necessary to control or confine fires to the area of origin, in excess of normal water system demands. The available figures are results of water flow tests conducted by the I.S.O. or conducted by the local fire or water service.

R 5 W
CANDLESTICK PARK
CITY
DALY CITY
SAN MATEO CANAL
BRISBANE
CANADA
LA VISTA
ROD
DE GUADALUPE
ONLY
GUADALUPE CANAL
SIERRA POIN
OYSTER POIN
VI-43
INDUSTRIAL
SAN BRUN
BG HILLS COURSE
EXHIBIT 9
Study Area Fire Stations
City of Daly City
City of Brisbane
Brisbane Fire Station No. 1
Brisbane Fire Station No. 2
Daly City Fire Station No. 3
Proposed Fire Station

TABLE 16

WATER SUPPLY SYSTEM FIRE FLOWS

Location	Required a/ GPM @ 20 psi	Available GPM @ 20 psi
End of West Hill Place	3,500*	5,000
Valley Drive west of North Hill Drive	5,000*	5,000
San Bruno & Glen Parkway	4,000	2,000
San Bruno & Thomas	3,000	2,000
Industrial Way & Moore	3,500	4,300
Fire Station #1	3,500	2,000
Van Waters & Rogers Road	6,000*	3,000

a/ "Required" fire flows estimated by Gage Babcock
* Automatic sprinkler protection

Source: Gage-Babcock, Inc., Report on Fire Protection Study for San Mateo County, 1975

As stated by Gage-Babcock, these tests indicated where improvements could be made. "As a rule, areas with less than half of the required fire flows should be assigned priorities for improvement". The San Bruno and Glen Parkway location appears somewhat low, as does Fire Station #1 and Van Waters and Rogers Road.

Brisbane has a Class 5 fire rating, indicating it as a severe fire hazard area. The Pacific Fire Rating Bureau estimates that Brisbane's residential districts should have 1,000 gallons of water per minute for a minimum of ten hours at a residual pressure of 20 pounds of pressure per square inch (psi).

The City of Brisbane is part of a Multi-County Mutual Aid County Task Force. Mutual aid agreements exist with all neighboring fire departments. These include Code 1000 Plans, Disaster Plans, and special calls for added equipment.

At the present time, communications are manned 24 hours a day by fire personnel. Under the new operation as a Public Safety Department, the City is in the process of integrating police, fire, and public works communications on a 24-hour basis from one central location.

Major fire protection problems relate to inadequate water supply in a few areas of residential development at higher elevations, the steep terrain of the City, the dry weather threat of grass fires, and the increasing cost of fire suppression. The terrain of the City and the confined residential area in a steep valley cause some delay in response time.

Fire hazards are also created in the City by the presence of old underground dump sites. Other facilities in the City exist which release noxious chemicals or have danger from explosion and/or catastrophic fire. The Southern Pacific Tank Farm houses diesel and jet fuel. Van Waters and Rogers Chemical Warehouse stores 177.1 thousand gallons of thinners and chemicals at the tank farm. Three warehouses specializing in paint storage and mixing are located on Valley Drive. The Pargas Company stores 15,330 gallons of bulk propane and

13,000 containers of propane on Bayshore Boulevard. Southern Pacific Railroad transports hazardous materials including corrosives and other chemicals through the Brisbane train yards.

The development of Sierra Point will require increased fire protection. There is a proposal to relocate the existing fire station to a more central location to insure maximal protection within the required two mile radius. The development plan calls for direct radio contact between the harbormaster at the marina and the Public Safety Department. The City of Brisbane's 1978-79 Public Safety Department budget was $716,222 or $232.54 per capita. It should be noted, however, that this budget was for the first year of operation of the City's Public Safety Department. It was, therefore, a transition year budget and may not be typical of subsequent years.

The functional organization chart for the Public Safety Department is as follows:

CURRENTLY AUTHORIZED POSITIONS

Number of Positions	
1	Director of Public Safety
1	Fire Chief
2	Captain
4	Sergeant
9	Officer
1	Record Supervisor
1	Record Clerk
5	Dispatcher

In addition, the City has seven reserve fire fighters and 10 volunteer fire fighters.

b. Police Function

Brisbane's Public Safety Department is responsible for police services, as well as fire protection. The Public Safety facility is used for interrogation services. Booking procedures are handled by the North County Jail of San Mateo County. Both the north and south county jails are used for detention purposes.

Communications are presently administered locally through San Mateo County communications. The City of Brisbane is presently in the process of integrating police, fire, and public works communications on a 24-hour basis to combine communications locally.

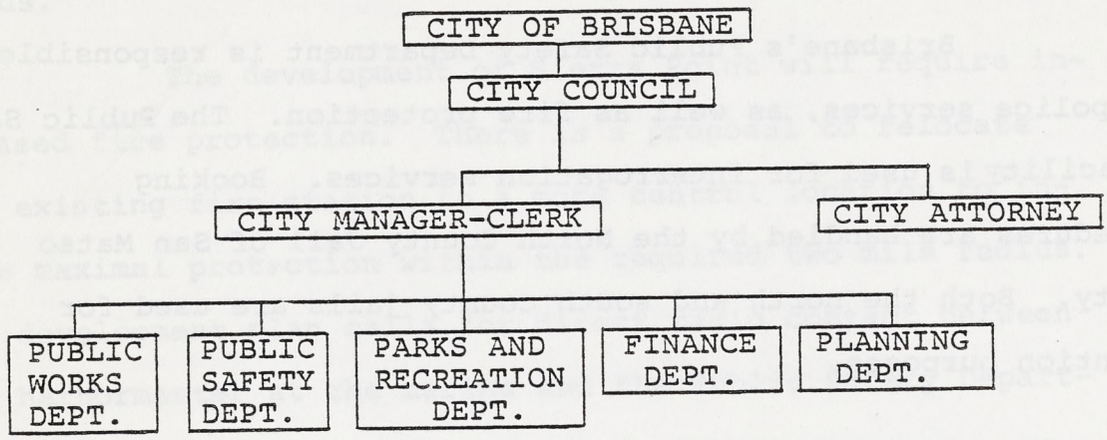
The City of Brisbane's present and projected (1980-1995) capital improvement plan for police services include tentative plans to construct new public safety buildings to accomodate all police, safety equipment, and personnel between 1980 and 1995. The City anticipates no problems in providing Public Safety services to any areas within its sphere of influence.

6. Library

The Brisbane City Library is located at 245 Visitacion Avenue. It is a branch of the San Mateo County Library system. There is currently no distinction between city residents and non-city residents as regards library privileges.

E. Organizational Structure

The present city organizational structure is indicated below:



In 1978-79 a total of 24 full-time positions were approved by the City Council. These positions were as follows:

Number of Positions Approved 1978-79	Currently Authorized Positions
1	City Manager-City Clerk
1	Secretary of City Manager
1	Finance Director
1	Clerk
1	Director of Public Safety
1	Fire Chief
2	Public Safety Captain
4	Public Safety Sergeant
9	Public Safety Officer
1	Public Works-Maintenance
2	Public Works-Leadman

The City of Brisbane is a general law city and was incorporated in November, 1961. An ordinance to hire a city manager passed the month after incorporation.

F. Finances

The total actual revenue and expenditure information, as well as assessed valuations for the City of Brisbane are shown in Table 17, page VI-49, for the fiscal years 1974-75 and 1978-79. The table indicates that total estimated 1978-79 expenditures decreased by approximately 49 percent below 1977-78 expenditures as a result of the passage of Proposition 13. Property tax revenues decreased by approximately 46 percent during the same period primarily due to Proposition 13. It should be noted that the City of Brisbane has no current bonded indebtedness.

TABLE 17

BRISBANE FINANCIAL DATA

Actual Revenues, 1974-75/1978-79

	1974-75	1975-76	1976-77	1977-78	1978-79
Property Taxes	241,081	257,184	257,018	317,052	187,264
Sales Taxes	364,383	386,409	460,768	468,452	512,044
Other Taxes	34,001	42,746	40,554	69,468	71,000
Sub-Total	639,465	686,339	758,340	854,982	771,008
Licenses & Permits	22,164	17,017	5,258	11,283	12,100
Interest	45,222	28,369	14,422	9,135	3,000
Revenue From Other Agencies	204,532	278,940	1,567,966	2,240,430	1,530,387
Other Revenue	226,988	212,343	227,863	227,439	282,700
TOTAL REVENUES	1,138,371	1,223,008	2,573,849	3,393,259	2,599,195
Total Approved Budget	1,251,636	1,648,170	2,693,687	3,294,707	2,599,195

Actual and Estimated Expenditures, 1974-75/1978-79

	1974-75	1975-76	1976-77	1977-78	Estimated 1978-79
Salaries	532,374	632,813	754,133	841,284	741,294
Employee Benefits	115,893	150,775	181,592	214,098	209,082
Services-Supplies	268,200	332,199	372,960	404,238	767,063
Other	---	---	---	---	---
Sub-Total Operating Expenses	916,467	1,115,787	1,308,685	1,459,620	1,717,439
Capital Outlays	246,822	407,863	1,452,288	1,781,966	783,201
Bond Redemption	---	---	---	---	---
TOTAL EXPENSES	1,163,289	1,523,650	2,760,973	3,241,586	2,500,640

Year End Fund Balances

	1974-75	1975-76	1976-77	1977-78	Estimated 1978-79
General Fund	373,353	298,750	187,306	103,995	34,000
Federal Revenue Sharing	94,596	54,029	27,839	---	1,500
Gas Tax Fund	191,199	26,049	4,773	9,184	4,400
Enterprises	72,323	106,676	68,487	56,273	40,000

Total Current Bonded Indebtedness

None

Assessed Valuation

	1974-75	1975-76	1976-77	1977-78	1978-79
Secured Roll	10,918,043	11,850,375	11,779,022	16,257,707	12,706,599
Unsecured Roll	2,520,185	3,399,585	3,293,299	4,418,502	3,600,929
State Utility Roll	8,296,820	8,239,700	8,232,240	8,955,770	9,175,390
TOTAL	21,735,048	23,489,660	23,304,561	29,631,979	25,482,918

Property Tax Rate

$1.2400	$1.2400	$1.2400	$1.2064	N/A

Source: City of Brisbane

Proposition 4, the Gann Initiative, is to be placed before the California electorate on November 6, 1979. If the Initiative passes, one of its effects will be an annual appropriations limit. As explained in the section of this report entitled "Impact of Proposition 13", fiscal year 1978-79 is the "base year" for determining "appropriations subject to limitation".

G. Political Participation

The city council of the City of Brisbane is comprised of five members who are elected for four year terms. Regular meetings are held on the second and fourth Mondays of each month. The agendas are posted at City Hall. Special meetings and public hearings locations are posted and meetings are advertised in the Brisbane Bee and the San Mateo Times. Council members are compensated at a rate of $100 per month plus some travel allowance. The average public attendance at regular meetings is 30 citizens.

The present city council is as follows:

Don Bradshaw - Mayor
1100 Humboldt Rd., Brisbane
Occupation - Electronics Installer
Term expires spring of 1980

Fred Smith - Mayor Pro Tem
436 Mendocino St., Brisbane
Occupation - Painter
Term expires spring 1982

Jeannine Hodge
29 San Benito Rd., Brisbane
Occupation - High School Teacher
Term expires spring of 1980

Paul Goercke
41 Margaret Ave., Brisbane
Occupation - Teacher
Term expires spring 1980

Art Montenegro, Jr.
1093 San Bruno Ave., Brisbane
Occupation - IBM Manager
Term expires spring 1982.

H. Analysis

The San Mateo Local Agency Formation Commission, in adopting its "General Policies and Criteria for the Development and Determination of Spheres of Influence" set forth the Commission's general and specific policies with respect to the provision of governmental services. A copy of the Formation Commission's guidelines referred to above may be found within this report as Appendix A. Additionally, as referenced in Chapter V, Factors to Be Considered, the Legislature set forth eight factors within Government Code Section 54774 which are to be considered by the Commission when developing and determining a sphere of influence for a local agency.

The foregoing sections of this chapter have presented in significant detail the required information and data for the Commission's consideration and evaluation prior to making a determination and designating a sphere of influence for the City of Brisbane. The information presented included an historical review of the development within the Brisbane "community of interest", demographic information, existing and proposed land uses, present and proposed services provided by Brisbane as well as discussion of service capabilities and the financial position of the city. All of the foregoing information and data to allow for an informed decision and to comply with applicable sections of the Knox-Nisbet Act and this Commission's guidelines for the development of spheres of influence.

The City of Brisbane's boundaries have basically remained the same since incorporation in 1961. During the last five years the City's population has increased by 212 persons to 3,082. (1978 Department of Finance) The City is comprised of 1450.57 acres, with 506.61 acres developed. As the foregoing sections within this Chapter on Brisbane have demonstrated, the City has evolved into a full-service city providing municipal services to the residents and landowners. It is LAFCo staff's recommendation that the Formation Commission include all territory currently within the municipal boundaries of the City of Brisbane within the City's sphere of influence.

Chapter IV, "Description of Unincorporated Areas Under Study" identifies three unincorporated areas within the "community of interest" of this study. These areas are as follows:

1. Crocker Industrial Park
2. Northeast Ridge of San Bruno Mountain
3. Brisbane Vicinity and Quarry

Chapter IV further provides a description of the following factors for each of the three unincorporated areas under study:

A. Description of Planning Area
B. History
C. Proposed Land Use
    1. Type of Development Existing or Proposed
    2. Projected Population Growth (where applicable)
    3. Review of General Plans of San Mateo County and Surrounding Cities
D. Services Presently Provided to Planning Area

The following sections of this analysis will provide the Formation Commission with the information necessary to make an assignment of the three unincorporated areas under study to a city's sphere of influence. The Crocker Industrial Park will be the first unincorporated area considered for assignment.

1. Crocker Industrial Park

a. Identification of Alternative Spheres of Influence

In identifying the range of logical alternative sphere of influence designations for the Crocker Industrial Park, several factors or basic determinators are considered. Perhaps the two most fundamental factors or determinators to be considered are: (1) Existing jurisdictional boundaries, and (2) Natural systems, such as watershed, drainage, flood plains, etc.

Government Code Section 35011 requires contiguity as a condition of annexation. In consideration of the existing jurisdictional boundaries and their relationship to the Crocker Industrial Park, only one city, Brisbane, is contiguous. For the Park to be annexed to Daly City it would be necessary for the Northeast Ridge of San Bruno Mountain to be assigned to Daly City's sphere of influence and be annexed by that city first. Only then could contiguity of the subject territory to Daly City be obtained. Exhibit 10, page VI-55, provides a display of the corporate boundaries of the cities of Brisbane and Daly City and their relationship to the subject area under study.

In consideration of the second fundamental factor, natural systems, we find that from a drainage and topographic standpoint, only Brisbane is immediately affected.

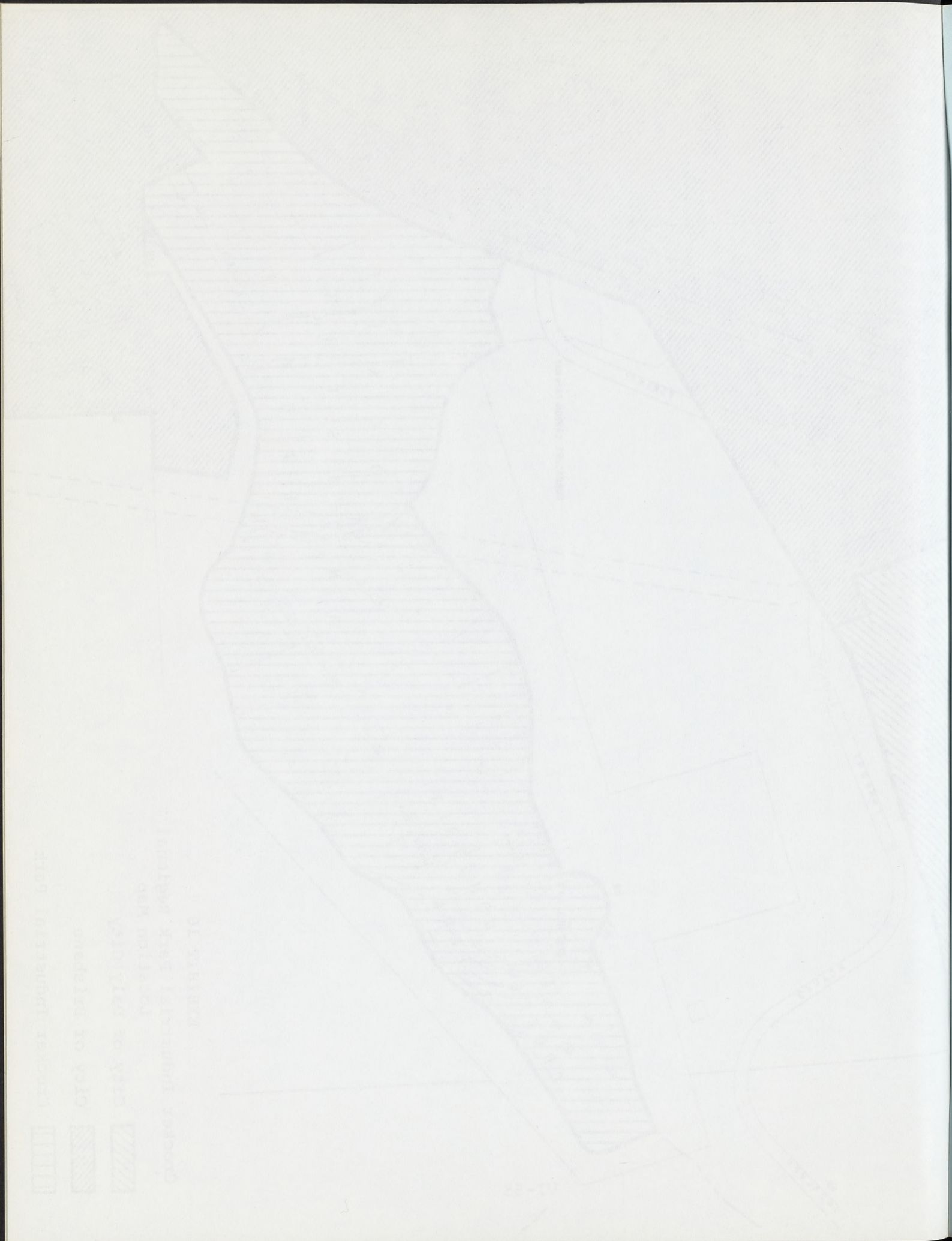
EXHIBIT 10

Crocker Industrial Park Regional Location Map

City of Daly City

City of Brisbane

Crocker Industrial Park



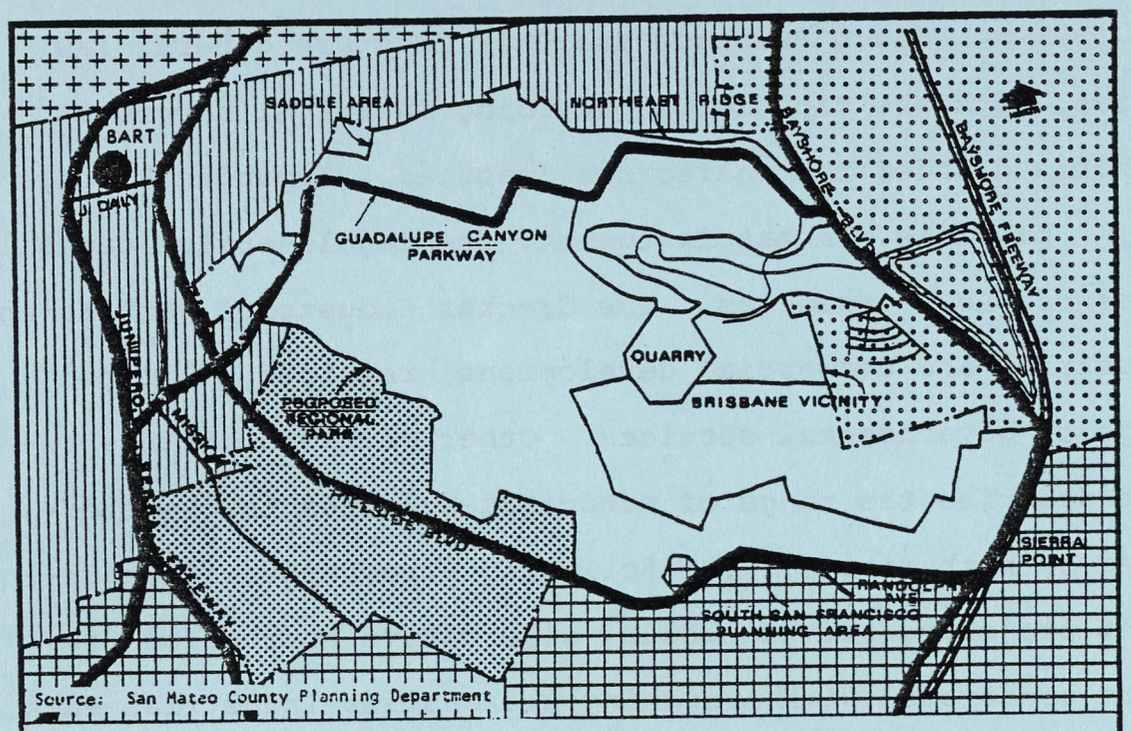
Since Brisbane and Daly City are general law cities, both are capable of providing municipal services authorized under the California Statutes. Appendix B, page B-1, provides, in matrix format, the legal service capabilities of public agencies. The Crocker Industrial Park as an industrial and commercial development, requires a limited range of governmental services. Other sections of this report describe the range of municipal services that are offered by both cities. The following paragraphs will highlight projected service needs, alternative sources and impacts associated with assigning the Crocker Industrial Park to a sphere of influence.

b. Projected Service Needs, Alternative Sources and Impacts

(1) Access

Exhibit 11, below shows the Crocker Industrial Park and its relationship to the major transportation corridors within the vicinity. As shown, the subject planning area is located at the northeastern portion of San Bruno Mountain and is adjacent to Bayshore Boulevard. Access to the subject area from Daly City would be obtained along Guadalupe Canyon Parkway and Bayshore Boulevard.

EXHIBIT 11



transportation facilities

Route 101 is currently operating in excess of design capacity. Even without development on San Bruno Mountain, additional road facilities serving the area are anticipated to be well over capacity in 1990. Because of topographic conditions in the area and the lack of freeway interchanges, travel times in the area of the Crocker Industrial Park are deceptively long.

Access to the subject area from the City of Brisbane would be from Bayshore Boulevard. In either event access may only be obtained to the Crocker Industrial Park through the City of Brisbane.

(2) Drainage

In consideration of the second fundamental factor, natural systems, we find from a drainage and topographic standpoint the Crocker Industrial Park drains down through the Guadalupe Valley into the City of Brisbane to the east. Exhibit 4, page IV-5 , reflects the topographical makeup of the area. Storm drains in the park are owned and maintained by the Guadalupe Valley Municipal Utility District (GVMID). The Guadalupe Valley watershed is presently channeled into a diked area of the Bay which acts as a settling basin. Storm water from GVMID is collected and discharged into the tidal lagoon at two points, one adjacent to an abandoned treatment plant and the other east of Central Brisbane. Increased runoff from development of the Northeast Ridge will follow the same route. This will increase the probability of siltation and flooding problems in Brisbane. Upstream drainage ways in undeveloped areas should be maintained as open space, particularly on the north basin slope where vegetation in the channels is much more prevalent.

Exhibit 12, page VI-58 , shows the hydrologic units of San Bruno Mountain. It can be seen from the Exhibit that the Guadalupe Valley System in G.V.M.I.D. ac-

EXHIBIT 12

"Ac." means Acres

HYDROLOGIC UNITS OF SAN BRUNO MOUNTAIN

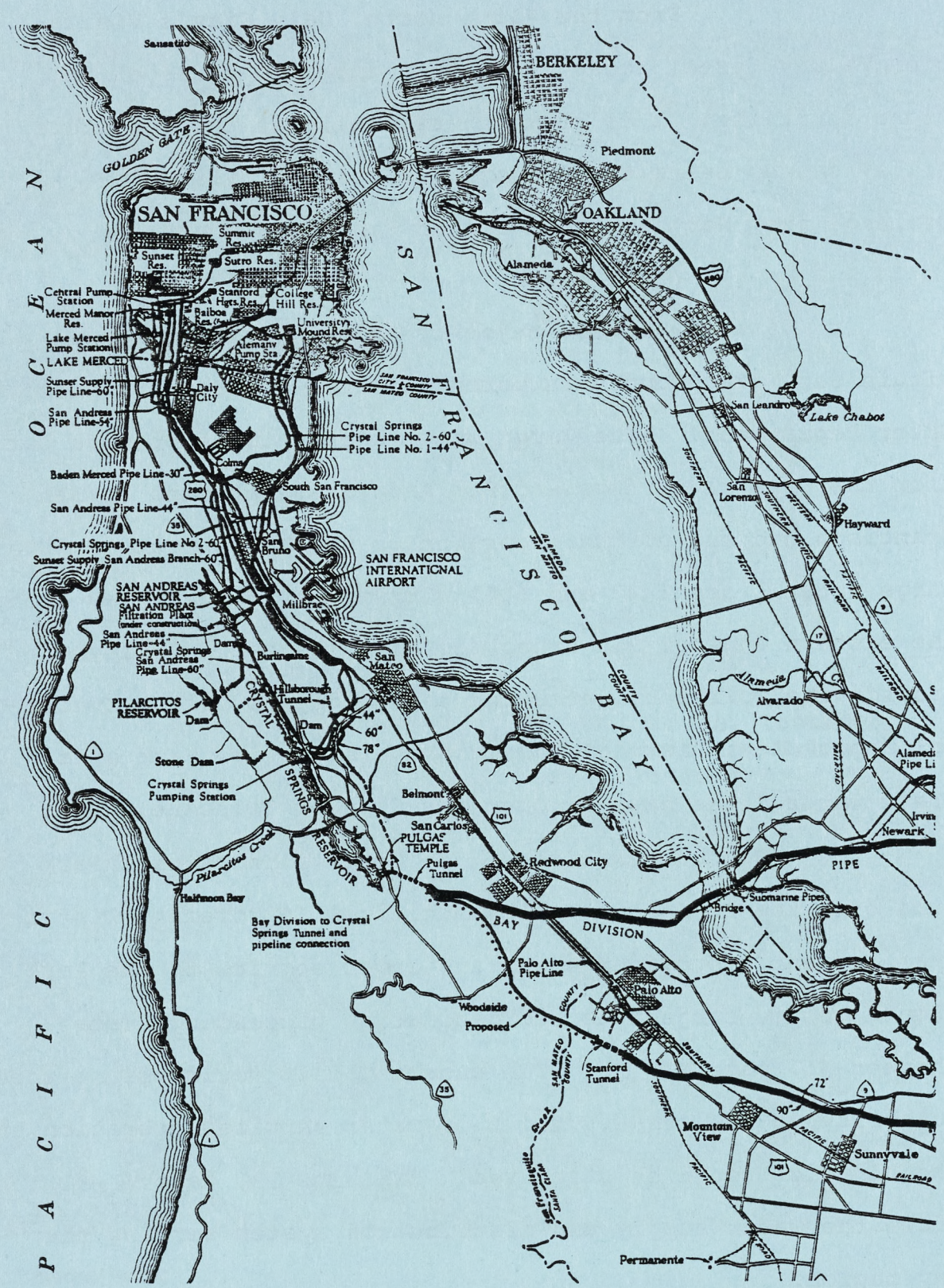
cepted drainage from 1378 acres of San Bruno Mountain including all runoff from the Ridge south.

From the Ridge north, Daly City's Visitacion Valley System accepts drainage from 160 acres of San Bruno Mountain. It is clear therefore, that the Guadalupe Valley system bears the predominant responsibility for drainage from Northeast portion of San Bruno Mountain.

(3) Water

The vast majority of the water consumed within San Mateo County is purchased from the San Francisco Water Department. Five large water supply lines provide water from the Crystal Springs and San Andreas Reservoirs to San Francisco and the northern portion of San Mateo County. Two large water lines (44" and 60") within the right-of-way along the eastern edge of San Bruno Mountain (Bayshore Boulevard) provide the source of water for the Guadalupe Valley Municipal Improvement District and Crocker Industrial Park area. These water lines pass through the City of Brisbane.

Upon annexation of the Crocker Industrial Park to a city,the Guadalupe Valley Municipal Improvement District, that currently provides water and sewer service to the Park, should become subject to reorganization proceedings (see Chapter XI, page XI-1). The annexing city would assume the authority to operate G.V.M.I.D.'s water services operation and the District would be dissolved. Exhibit 13, page VI-60, shows the water supply and distribution system serving the Bay region.



WATER SUPPLY AND DISTRIBUTION SYSTEM SERVING THE BAY REGION

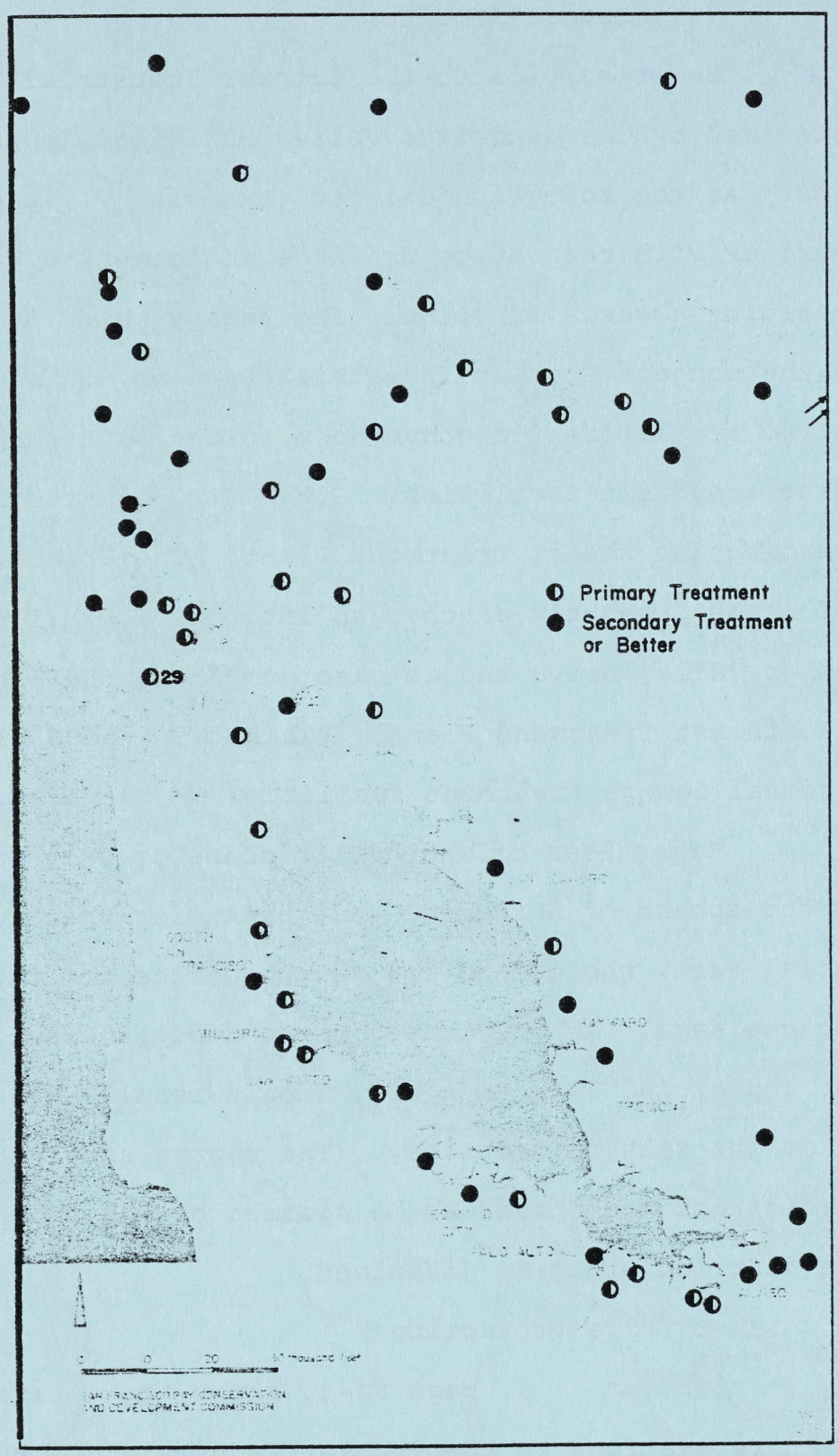
(4) Sewage Service

Sewer service to the Crocker Industrial Park is also provided by the Guadalupe Valley Municipal Improvement District. As the topographical map (Exhibit 4 , page 5) used earlier with respect to drainage indicates, G.V.M.I.D. system drains towards Brisbane. The sewage which is generated within the subject Crocker Industrial Park is routed through G.V.M.I.D. facilities for conveyance to the San Francisco Southeast treatment facilities. G.V.M.I.D. contracts with San Francisco Southeast Treatment Plant. The Brisbane network of mains presently discharges into the G.V.M.I.D. pump station on Valley Drive and is also pumped to the San Francisco Southeast Treatment Plant. Exhibit 14, page VI-62, shows the regional sewage treatment facilities in the area.

Regardless of whether Brisbane or Daly City receives the sphere of influence assignment for the Crocker Industrial Park, the demand for sewer service for the Park will be the same. As previously mentioned, annexation of the Crocker Industrial Park to a city should result in a reorganization of the subject territory. The sewage service function of the district would thereby be assumed by the annexing city and the district would be dissolved.

(5) Fire Protection

Exhibit 9, page VI-3, shows the location of the nearest fire stations to the Crocker Industrial Park. The City of Brisbane, as shown in the Exhibit, would provide fire protection services to the Crocker Industrial Park from its



Source: Regional Water Quality Control Board, Sewage Plant Operators.

REGIONAL SEWAGE TREATMENT FACILITIES IN 1966

Station #1, located at 700 San Bruno Avenue. The City has tentative capital improvement plans to construct a new Public Safety Building to accommodate all Public Safety equipment and personnel between the years 1980 and 1995.

Fire protection services are presently provided to the Park area by Daly City from the #3 station located at Geneva and Schwerin. The fire and police contract has been in effect since 1974 at a rate of approximately $100,000 per year. Brisbane has had a similar contract arrangement with G.V.M.I.D. before Daly City's contract.

Both cities have Mutual Aid agreements with other cities and the California Division of Forestry to fight grass fires on San Bruno Mountain.

(6) Police Protection

Brisbane and Daly City have public safety or police departments that are capable of providing police protection to the Crocker Industrial Park. GVMID presently contracts with Daly City for police service to the Park. As previously mentioned, Brisbane provided police protection to the Park before Daly City under a similar arrangement.

Brisbane's Public Safety Department for fiscal 1978-79 was staffed by a Director, Fire Chief, two Captains, four Sergeants, nine Public Safety Officers, a Records Supervisor, Records Clerk, five Dispatchers, seven paid Reserve Fire Fighters and ten Fire Fighter volunteers. The employees of this department share police and fire protection responsibilities. Assuming nine sworn police officers, the Public Safety Department employs approximately 3.0

police officers per 1,000 resident population. Per capita Public Safety Department expenditures for 1978-79 were $232.54. This represents total Public Safety Department expenditures.

The Daly City Police Department employed a total of 140 persons during fiscal year 1978-79. The department employs 1.9 police personnel per 1,000 resident population. The national average for police personnel per 1,000 residents for cities of 50,000 to 99,999 for 1978 was 2.1.[32/] The average for the Western Region of the United States for 1978 was 2.4. Daly City is considerably below both averages. Ninety-seven of Daly City's police personnel are sworn officers. The department employs approximately 1.3 sworn officers per 1,000 residents. Per capita police department expenditures for 1978-79 were $35.17. Combined police and fire department operating expenditures for 1978-79 were $60.97.

From an access, transportation and circulation standpoint, Brisbane is geographically better able to provide police service and preventative patrol to the Crocker Industrial Park. Brisbane's headquarters are .67 miles from the Park. Daly City's are 5.4 miles from the Industrial Park.

(7) Transportation - Circulation

Transportation and circulation problems associated with the Crocker Industrial Park predominantly impact the City of Brisbane. Access and egress to the Park

are through the City of Brisbane. Circulation problems caused by the Park are in the area of Bayshore Boulevard and Old County Road. Daly City is mainly impacted by transportation and circulation problems generated by the Park in the Bayshore Neighborhood (see Section 1, page VII-54).

(8) Noise Impact

Noise from the Crocker Industrial Park also predominantly impacts the City of Brisbane. Truck traffic and on-site noise impacts affect the City of Brisbane due to the close proximity of the Park to the City. Furthermore, truck traffic noise impacts only Brisbane because of access and egress being through the City.

(9) Visual Impact

The Crocker Industrial Park is clearly visible from the City of Brisbane. It is not from Daly City. Visual impact is therefore experienced by Brisbane.

(I0) Energy Impact

Close proximity to the Crocker Industrial Park will result in energy efficient patrol routes for police vehicles. Brisbane's close proximity to the Park entrance from City Hall would result in greater energy savings than would be experienced by Daly City. Furthermore, any maintenance of roads, sewer or water lines, storm drains, etc. necessary in the Park could be achieved with greater energy efficiency from Brisbane than from Daly City.

(11) Public Convenience

Property owners within cities have a reason to expect a convenient location and reasonable access to public facilities. Brisbane's City Hall is closer to the entrance of the Crocker Industrial Park than Daly City's City Hall. Therefore, Brisbane is more convenient from an access to public facilities standpoint for property owners, than Daly City.

c. Capacity, Impacts and Ability to Provide the Projected Service Needs

The foregoing sections of this report have presented the projected service needs, alternative sources, and impacts associated with the Crocker Industrial Park. The following sections are an attempt by staff to capsulize the most relevant information which we believe is necessary for Commission consideration prior to making a sphere of influence determination for the unincorporated territory under study.

Section b, Projected Service Needs, Alternative Sources and Impacts, described the various governmental services to be provided to the subject area. As staff reviewed the various governmental services required by industrial and commercial developments and each agency's ability to efficiently provide the required services, it became apparent that in many respects that the City of Brisbane is

more capable of providing services to the Crocker Industrial Park. From a geographic standpoint the Park is contiguous only to the City of Brisbane. Annexation to Daly City would require annexation of the Northeast Ridge of San Bruno Mountain to Daly City. Access to the Crocker Industrial Park is by way of Bayshore Boulevard through Brisbane or from Guadalupe Canyon Park by way of North Hill Drive, also through Brisbane. Drainage of the Park is channeled into a diked area of the Bay and is also through the City of Brisbane. The majority of increased runoff from development of the Northeast Ridge will also follow the same route. Greater impact is experienced by the City of Brisbane from transportation/circulation and noise. Furthermore, for Brisbane to provide services to the Park would be more energy efficient and more convenient for the public.

The previous section of this report discussed all of the above plus the governmental services that the Crocker Industrial Park requires. Table 18, page VI-68, presents a matrix which is an attempt by the LAFCo staff to pull together all of the foregoing information relative to the service needs of the subject territory or the impacts on each city, into a consolidated form. The matrix hopefully will serve to highlight specific services or impacts where, in staff's opinion, either Daly City or Brisbane is in a better position to serve the subject property or is most directly affected by the Industrial Park. This matrix includes the eleven projected service needs and impacts con-

sidered in the previous section and ranks the ability of the two governmental agencies to provide the service or the degree of impact from the Park. A scale ranging from 1 to 6 has been used to reflect staff's judgment as to the relative ability of each agency to serve the area. The alternative with the highest number of points is considered by staff to be better than the alternative with the lower score. The ranking gives equal weight to each service and impact. Others may choose to give a greater weight to different factors or to assign a different relative ranking to specific services or projected impacts.

TABLE 18

DALY CITY/BRISBANE ABILITY TO PROVIDE NEEDED SERVICES OR DEGREE OF IMPACT RESULTING FROM DEVELOPMENT

Scale:
6 = High
4 = Moderate
2 = Low
1 = Very Low

Crocker Industrial Park

		Daly City	Brisbane	Comments
(1)	Access	1	6	Only Through Brisbane
(2)	Drainage	1	6	Only Through Brisbane
(3)	Water	4	6	Water Mains Run Through Brisbane
(4)	Sewage Disposal	4	6	Drains Toward Brisbane, Brisbane Uses GVMID Pump Station
(5)	Fire Protection	2	6	Brisbane's #1 Fire Station is Closer than Daly City's

(continued)

		Daly City	Brisbane	Comments
(6)	Police Protection	2	6	Brisbane's Public Safety Headquarters Are Closer than Daly City's
(7)	Transportation-Circulation	1	6	Affects Brisbane Predominantly
(8)	Noise Impact	1	6	Affects Brisbane Predominantly
(9)	Visual Impacts	1	6	Visible Only from Brisbane
(10)	Energy Impact	1	6	Brisbane City Hall is .67 Miles from the Park Entrance. Daly City's City Hall is 4.5 Miles from the Park's Entrance.
(11)	Public Convenience	1	6	Brisbane City Hall is .67 Miles from the Park Entrance. Daly City's City Hall is 4.5 Miles from the Park's Entrance.
	TOTAL SCORE	19	66	
	TOTAL POSSIBLE	66	66	

The matrix indicates that, in staff's opinion the City of Brisbane on balance is the logical city to provide municipal services to the Crocker Industrial Park. Out of a possible score of 66, Brisbane received a total score of 66, as compared to a 19 for Daly City.

d. Financial Impacts

The section of this study entitled "Impact of Proposition 13," explains the potential effect of the Initiative on service levels and future service areas. When

assigning spheres of influence to any area the impact of Proposition 13 must be given serious consideration.

Assembly Bill 8 provides that prior to the effective date of an annexation, the governing bodies of the agencies whose service areas or responsibilities are affected shall meet to determine the amount of property tax revenues to be exchanged between and among such affected agencies. In this regard a subcommittee of the League of California Cities Revenue and Taxation Committee discussed alternative ways of exchanging property tax revenues upon annexation of an area with consequent increased service responsibilities. The League's subcommittee agreed upon the following formula:

$$\frac{A}{A + B} \times C = \text{amount of property tax exchange}$$

where A = total property tax revenue to City of X in the prior fiscal year

B = total property tax revenue to county from City of X in prior fiscal year

and C = property tax revenue from area to be annexed to county in prior fiscal year.

Applying this formula to the appropriate property tax revenues if the Park were annexed to the City of Brisbane would result in the following:

$$\frac{\$187,264}{\$187,264 + \$215,674} \times \$188,517 = \frac{\$187,264}{\$402,938} \times \$188,517 = \$87,613$$

Therefore, if the Crocker Industrial Park were annexed to the City of Brisbane during 1979-80, according to the League's Property Tax Exchange formula the City would receive approximately

$87,613, or a pro-rata share depending on when the annexation was completed. The County of San Mateo would give up this amount in the exchange, but would, however, continue to receive $100,904, or a pro-rata share, as property tax revenue from the Park.

In addition to the above county-city exchange, the League's subcommittee agreed upon the following formula for a property tax exchange in proceedings where a city assumes all or some of the services of a predecessor district when territory is annexed:

A x B = amount of property tax exchange

where A = the percentage of assessed value of the predecessor district within the area to be annexed,

and B = the property tax revenues to the predecessor district from the area to be annexed.

The Crocker Industrial Park, as explained in Chapters IX and XI, falls within the boundaries of two special districts, County Service Area No. 9 and the Guadalupe Valley Municipal Improvement District. Applying the League's formula for special district - city property tax revenue exchange would result in the following if the Park were annexed to Brisbane and detached from the districts:

County Service Area No. 9

91.3% x $343 = $312

By applying the League's special district - city exchange formula it may be seen that Brisbane would receive a nominal property tax exchange of $312 if the Crocker Industrial Park is annexed to the City and detached from County Service Area

No. 9. The property tax exchange from the Guadalupe Valley Municipal Improvement District would, however, be more substantial.

Guadalupe Valley Municipal Improvement District

98% x $61,031 = $59,810

By applying the League's special district - city exchange formula it may be seen that Brisbane would receive $59,810 in property tax revenue if the Crocker Industrial Park is annexed to the City and the Guadalupe Valley Municipal Improvement District is dissolved.

In addition to the property tax revenues that will be received by the annexing agency, sales tax revenue is also generated by retail sales within the Crocker Industrial Park. The Bradley-Burns Act of 1955 provides that of the 6% sales tax (except for the three counties with an additional 1/2% BART Tax), 4 3/4% goes to the State General Fund, 1% raises revenues for cities or counties, and 1/4% supports local mass transit. Special districts, such as G.V.M.I.D. are not eligible to receive sales tax revenues. Upon annexation to a city, that city instead of the County of San Mateo, would receive the benefit of sales tax revenues generated by the Park.

LAFCo staff, in cooperation with the State Board of Equalization, determined the amount of sales tax that an annexing city would receive from the Crocker Industrial Park for a period of 12 months ending on Decem-

ber 31, 1979. The net amount of sales tax revenue would be as follows:

Local Sales and Use Taxes

1.	Estimated local sales taxes in 12 months ended 9/30/78	$423,339
2.	Estimated percentage change in tax between date shown above and 12 months ended 12/30/79	25%
3.	Estimated tax during 12 months ended 12/30/79	$529,174
4.	Cost of administration (computed at .82%)	$ 4,339
5.	Net first full year revenue from a 1% local tax	$524,835
6.	Amount (if any) to be shared with the county (.95%)	$ 4,985
7.	Anticipated net revenues in the first full year of receipts	$519,850

This amount represents approximately 12 percent of the total sales tax revenue received by San Mateo County. The County Manager's Office predicts that this loss of revenue will primarily affect discretionary county services, i.e., those services not mandated by the State or Federal governments. The revenue loss would actually be spread across many programs and services and not centered in any one area.

It should be noted that if the Gann Initiative passes, the amount of sales tax revenue that a city may receive over its "appropriation limit" would be severely reduced.* How-

* Section 100.2 of AB 8 provides that one-half of the amount of "excess tax revenues" shall be transferred to the State School Building Lease-Purchase Fund.

ever, the amount of sales tax revenue that would remain within the County of San Mateo would be greater if the staff's sphere of influence recommendations are adopted by the Commission. This is because the Gann "appropriation limit" is tied to percent increases in population and the C.P.I. Increasing Brisbane's population by approximately 100 percent, i.e. annexation of the Bayshore Neighborhood, would allow the city's "appropriation limit" to increase by that percentage, plus the inflation factor. Adding or subtracting 3,000 persons to Daly City's population would only raise or lower that city's "appropriation limit" by approximately 4 percent, plus the inflation factor.

LAFCo staff believes that when the Crocker Industrial Park is annexed to a city, to be in compliance with Section IV, Item 12, of the Commission's "General Policies and Criteria for the Development and Determination of Spheres of Influence", G.V.M.I.D. should ultimately be dissolved, (see Chapter XI, page XI-1). In this event, staff assumes that as well as all property tax revenues, most other revenues received by G.V.M.I.D. such as user fees and other revenues from other agencies, would also be received by the annexing city. Revenues received by G.V.M.I.D. for fiscal year 1974-75 through 1978-79 are shown in Table , page XI-11. Also shown in this Table are the assessed valuation and bonded indebtedness for the same period.

Upon annexation of the Crocker Industrial Park, an amount in excess of the statutory property tax limit for the annexing agency would be allowed for purposes of redemption and interest

payments for G.V.M.I.D.'s outstanding bonded indebtedness. Further, G.V.M.I.D. would dedicate existing streets within the Park to the annexing city, with future maintenance costs to be paid by that city. However, bringing the steets up to city standards would be the financial responsibility of the property owners within the Park.

LAFCo staff recognizes that if and when the Crocker Industrial Park is annexed to the City of Brisbane, the City of Daly City and G.V.M.I.D. would terminate their contract for the provision of police and fire services to the Park. In this event, Daly City would no longer receive the approximately $100,000 per year to provide these services. This would represent a revenue loss to the City, however, since this revenue covers actual expenditures for police and fire services extended to the Crocker Industrial Park, when the services are no longer provided, the expenses would no longer be incurred.

e. Recommendation

The staff recommends that all of the lands presently within the Brisbane city boundary and the area occupied by the Crocker Industrial Park within the boundaries shown in Exhibit 10, page VI-55, be assigned to the sphere of influence of the City of Brisbane.

2. Northeast Ridge of San Bruno Mountain

a. Identification of Alternative Spheres of Influence

In identifying the range of logical alternative sphere of influence designations for the Northeast Ridge area, several factors or basic determinators are considered.

Again, the two most fundamental factors or determinators to be considered are: 1) Existing jurisdictional boundaries, and 2) natural systems, such as watershed, drainage, flood plains, etc.

In consideration of the existing jurisdictional boundaries and their relationship to the Northeast Ridge only two cities, Daly City and Brisbane, are contiguous. Government Code Section 35011 requires contiguity as a condition of annexation. Daly City is contiguous to the subject property on its northern border, while Brisbane is contiguous on its northeastern side. Daly City's contiguity to San Bruno Mountain is along the far western and northern boundaries of the Mountain. Brisbane's proximity is along the entire eastern side. Exhibit 15, page VI-77 , provides a display of the corporate boundaries of the above mentioned two cities and their relationship to the Northeast Ridge of San Bruno Mountain.

In consideration of the second fundamental factor, natural systems, we find from a drainage and topographic standpoint, the Northeast Ridge area drains predominently into the Guadalupe Valley in the south and the City of Brisbane to the east. The Guadalupe Valley watershed is presently channeled into Brisbane Lagoon which acts as a settling basin.

Exhibit 12 , page VI-58 , shows the hydrologic units of San Bruno Mountain.

EXHIBIT 15

Northeast Ridge Regional Location Map

City of Daly City

City of Brisbane

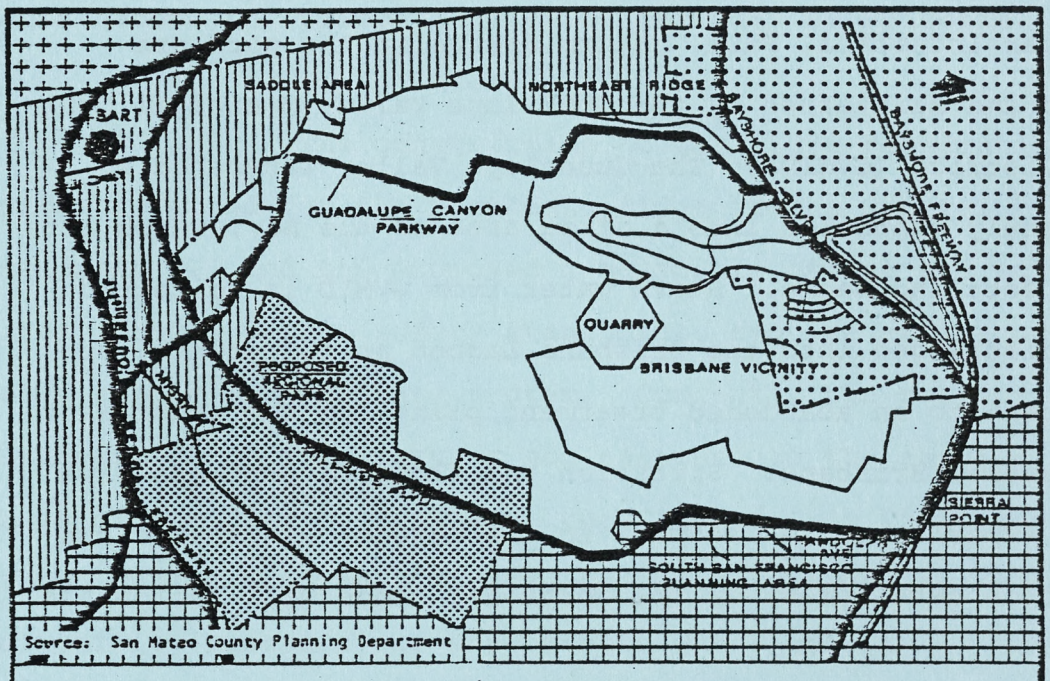
Northeast Ridge

Since both Brisbane and Daly City are general law cities, both are capable of providing the municipal services authorized under the California statutes. Appendix B provides in matrix format legal service capabilities of public agencies. Other sections of this report describe the range of services that are offered by both cities. The following paragraphs will serve to highlight the projected service needs, alternative sources, and impacts associated with assigning the Northeast Ridge of San Bruno Mountain to a city's sphere of influence.

b. Projected Service Needs, Alternative Sources and Impacts

(1) Access

Exhibit 16, below shows the Northeast Ridge and its relationship to the major transportation corridors within the vicinity. As shown, the subject terri-



transportation facilities

tory is located at the northeastern edge of San Bruno Mountain and is adjacent to Bayshore Boulevard and Guadalupe Canyon Parkway. Access to the subject area from the City of Brisbane (2.2 miles from City Hall) would be obtained from Bayshore Boulevard by way of Guadalupe Canyon Parkway from the east. Access to the subject area from the City of Daly City (4 miles from City Hall) would come from the Guadalupe Canyon Parkway from the west or Bayshore Boulevard from the North.

(2) Drainage

In consideration of the second fundamental factor, natural systems, we find from a drainage and topographic standpoint the Northeast Ridge area drains predominantly into the Guadalupe Valley in the south and the City of Brisbane to the east. Exhibit 4 , page IV-5 , reflects the topographical makeup of the Northeast Ridge.

The Guadalupe Valley is occupied by the Crocker Industrial Park. Storm drains in the park are owned and maintained by the Guadalupe Valley Municipal Utility District (GVMID). The Guadalupe Valley watershed is presently channeled into a diked area of the Bay, which acts as a settling basin. Storm water from GVMID is collected and discharged into the Brisbane Lagoon at two points, one adjacent to an abandoned treatment plant and the other east of central Brisbane. Siltation and flooding problems have been experienced in the past in the Lagoon. Increased runoff from development of the Northeast Ridge will follow the

same route. Upstream drainage ways in undeveloped areas should be maintained as open space, particularly on the north basin slope where vegetation in the channels is much more prevalent.

Exhibit 12, page VI-58, shows the hydrologic units of San Bruno Mountain. It can be seen from the Exhibit that the Guadalupe Valley System accepted drainage from 1378 acres of San Bruno Mountain including all runoff from the Ridge south. From the Ridge north, Daly City's Visitacion Valley System accepts drainage from 160 acres of San Bruno Mountain. It is clear that the Guadalupe Valley system bears the predominant responsibility for drainage from the Northeast portion of San Bruno Mountain. Development of the Northeast Ridge will add to siltation and flooding problems in the Brisbane Lagoon--problems that would become the responsibility of the City of Brisbane.

(3) Water

The construction of the 1,250 residential units projected for the Northeast Ridge in the General Plan Amendment EIR and the proposed commercial, office and school sites, from a public safety standpoint, require an adequate water supply and pressure system. Currently the subject Northeast Ridge territory is not assigned to the service areas of the City of Brisbane, the City of Daly City, the Dimond Public Utility District, the Guadalupe Valley Municipal Utility District, or any private water utility or fran-

chise. However, either Brisbane or Daly City could expand their respective water service areas to include the subject territory.

Service expansion would not, however, be possible for the Dimond Public Utility District (Chapter X, page X-8 ,), as it has been assigned a zero sphere of influence by the Formation Commission. In addition, if the Commission adopts the staff recommendation to assign the Crocker Industrial Park to Brisbane's sphere of influence, G.V.M.I.D. should be dissolved.

The vast majority of the water consumed within San Mateo County is purchased from the San Francisco Water Department. Five large water supply lines provide water from the Crystal Springs and San Andreas Reservoirs to San Francisco and the northern portion of San Mateo County. Two large water lines (44" and 60") within the right-of-way along the eastern edge of San Bruno Mountain (Bayshore Boulevard) would provide the most logical source of water from the Northeast Ridge area.

Either city would contract with San Francisco for the additional water and administer, operate and maintain the system. It is assumed that the developer will pay for water lines and inter-connections to service the area. Further, LAFCo staff anticipates that the system operation and maintenance of the water system would be self-supporting through user fees and charges. Daly City does not expect having to expand their existing service crew to pro-

vide the same level of service currently enjoyed by the rest of the City. Brisbane has made no comment in this regard.

If 1250 residential units are constructed, as proposed in the General Plan Amendment EIR and using an average of 525 gallons per day per dwelling unit of water consumption (based on Bay Area historical use averages), the proposed residential development of the Northeast Ridge will demand some 656,250 gallons per day. The average of 525 gallons per unit per day includes all miscellaneous water consumption, such as gardening, car washing, etc. which occurs during a normal year.

Non-residential users of water in the project include commercial and industrial establishments. Assuming that the Neighborhood Commercial portion of the Northeast Ridge employs 20 persons and the Office/Industrial development employs an additional 455 persons, as discussed within the General Plan Amendment EIR, and using an average rate of 30 gallons of water per day per employee, an additional 14,250 gallons per day will be demanded for the Northeast Ridge development. This brings the total water demanded by the proposed development of the Northeast Ridge to 656,250 gallons per day.

(4) Sewage Service

The construction of 1250 residential units with the addition of approximately 3200, or approximately 2.6 persons per unit, will generate an additional 224,000 gallons of sewage each day which must be collected, trans-

ported, processed and disposed of in an environmentally sound and safe manner. In addition to the above, an additional 29,400 gallons of sewage will likely be produced daily by the commercial areas, and 11,025 by the industrial area. An additional 135,000 gallons per day (based on 1,000 gallons per developed acre) may infiltrate the sewage collection and disposal system during wet weather. This brings the total peak wet weather flow which is anticipated to be generated within the subject planning areas to be 399,425 gallons per day. The addition of this .4 million gallons per day (MGD) is based upon the sewage generation factors of 70 gallons per capita per day for residential development, 2,100 gallons per acre per day for commercial development, 1,050 gallons per acre per day for industrial, and 1,000 gallons per acre per day for infiltration and storm in-flow as discussed within the General Plan Amendment EIR on page 3-208.

As the topographic map used earlier with respect to drainage (Exhibit 4, page IV-5) indicated, the Northeast Ridge of San Bruno Mountain drains predominantly toward the Guadalupe Valley. As such, the sewage which is generated within the subject Northeast Ridge area will likely be routed to the Guadalupe Valley Municipal Improvement District facilities for conveyance to the San Francisco Southeast Treatment Plant for treatment and disposal. Brisbane's sewage is also collected and transmitted by gravity flow to the Guadalupe Valley Municipal Improvement District facilities for conveyance to San Francisco.

The General Plan Amendment EIR, in discussing the probable sewage collection and disposal systems for San Bruno Mountain, indicated that the G.V.M.I.D. and the San Francisco Southeast treatment facilities, would most logically provide such services to the Northeast Ridge area. The anticipated sewage flows discussed within the EIR on page 3-214 for the Northeast Ridge for 1980, 1990, and 2000 are as follows:

TABLE 19

ESTIMATED SEWAGE FLOWS

TOTAL MILLION GALLONS DAILY (MGD)

	Average Dry Weather Flow	Peak Dry Weather Flow	Average Wet Weather Flow	Peak Wet Weather Flow
1980	.10	.21	.21	.35
1990	.26	.55	.40	.69
2000	.26	.55	.40	.69

The projected average daily flow through the G.V.M.I.D. and San Francisco Southeast Treatment Facilities with and without the proposed project as reported within the General Plan Amendment EIR on page 3-214 is shown in Table 20, page VI-84.

An agreement between the district and Visitacion Associates for the transportation of collected sewage to the San Francisco plant sets the allowable Crocker Hills discharge into the district pipes at 3,000 gpm during peak wet-

TABLE 20

AVERAGE DAILY FLOW ACCOMMODATED BY WASTEWATER AGENCIES
IN THE YEARS 1980, 1990 AND 2000, WITH AND
WITHOUT THE PROPOSED PROJECT
(Millions of Gallons/Per Day)

AGENCY	WITHOUT PROPOSED DEVELOPMENT			WITH PROPOSED DEVELOPMENT		
	1980	1990	2000	1980	1990	2000
Guadalupe Valley Municipal Improvement District Collection System	0.51	0.60	0.65	0.83	1.90	1.95
San Francisco Southeast Treatment Facilities	96.0	110.0	123.0	96.3	111.3	124.3

Source of population projections used to determine sewage flow increases without development: Population, Employment, and Land Use Projections, San Francisco Bay Region, 1970-2000, Summary of Series 2 Projections prepared by Association of Bay Area Governments and Metropolitan Transportation Committee, Berkeley, California, August 1973.

weather flows. As shown in Table 19, page VI-83, this limitation should not be exceeded, as peak wet-weather flow rates of only 2,000 gpm are expected by the year 2000. However, this agreement specifies that district pipes will have to be enlarged for the district to accept sewage from the project.

The effects on the San Francisco Southeast plant are analyzed in the EIR. It states that they can be divided into two phases, as an expected upgrading to secondary treatment will be completed during 1980-1981. Before this time Crocker Hills will contribute about 0.3 mgd of dry-weather flow to the primary plant, which represents 1 percent of the unused design capacity. Therefore, neglible effects on plant operations are expected, although there may be a slight adverse impact on the Bay, as its pollutant load will increase slightly. After 1980 the maximum average daily dry-weather flow of 1.3 mgd from the project will represent about 5 percent of the unused plant capacity and is expected to necessitate plant expansion one year earlier than planned without the development. Because of the plant upgrading and the expected pollution reduction efficiency, the actual impact of project flows on the bay will be slight.

Considering the present large industrial effluent volumes at the plant and the predominantly domestic character of the project flows, development sewage will have negligible impacts on the treatment processes. Because the hydraulic capacity of the San Francisco Southeast treatment

plant will not be exceeded, only a low adverse impact will be caused by the increased sludge disposal problem.

(5) Solid Waste Disposal

The development of the subject territory will cause the generation of additional solid waste in the future. The General Plan Amendment EIR estimated that in 1980 an additional 2,575 pounds per day of solid waste would be generated as a result of the development of the Northeast Ridge Area. Of the total 2,575 pounds of waste projected to be generated per day, 2,250 will be generated by the residential development and 325 by schools and parks. By 1990, residential development is anticipated to generate approximately 7,500 pounds of solid waste per day, 2,110 by commercial, 2,340 by industrial, and 325 by schools and parks, bringing the projected total to 12,280 pounds per day.

Solid waste generation factors used in the General Plan Amendment EIR are shown in Table 21, page VI-87. These factors were used in conjunction with population and land-use characteristics.

Solid waste is collected and disposed of within Daly City by the Daly City Scavenger Company, located at 7390 Mission Street, Daly City. Solid waste is collected and disposed of within Brisbane by the South San Francisco Scavenger Company, located at 69 South Linden Avenue, South San Francisco. Private scavenger companies serve as municipal refuse collection agencies for cities within the county. The Daly City Scavenger Company disposes of its wastes at the Daly City (Mussel Rock) site. At the present time, the South San

TABLE 21

SOLID WASTE GENERATION FACTORS
(Pounds)

Residential	
	2.5/capital/day
Commercial	
Retail	1.3/ 100 ft^2/day
Wholesale	1.2/1,000 ft^2/day
Office	1.0/ 100 ft^2/day
Industrial	
Warehouse	2.0/ 100 ft^2/day
Schools	
	0.5/student/day
Parks	
	0.5/user/day

Source: Salvato, J. A., Environmental Engineering and Sanitation (1972)

Francisco Scavenger Company transfers and sorts the collected waste at its Oyster Point Boulevard transfer station and then transports the waste to the Marsh Road dump in Menlo Park. It is anticipated that the Marsh Road dump will soon be closed and Ox Mountain near Half Moon Bay will be used as the future disposal site.

Since these private companies have exclusive franchises for provision of this service within each city, either company could provide their service to the future development proposed for the Northeast Ridge, regardless of which agency annexes the property.

(6) Fire Protection

The development of the Northeast Ridge Area will require, as a matter of public safety, an adequate level of fire protection. The General Plan Amendment as adopted by San Mateo County indicates 200 units of mid-rise apartments and 240 units of high-rise apartments to be constructed on the Northeast Ridge. The development of such structures would require special fire fighting apparatus and training.

The General Plan Amendment EIR states that fire stations in Brisbane and Daly City are either poorly located or too old for present service requirements, and new stations are under consideration. The Gage-Babcock and Associates, Inc. fire study propared for LAFCo indicates that Daly City's #3 fire station on Geneva is in "fair" condition, as is Brisbane's San Bruno Avenue #1 station. Brisbane's #2 station at Geneva and Bayshore is listed in "poor" condition by this study.

A key issue in providing adequate fire protection to an area is the proximity of the fire station to the area to be served. Additional factors which are extremely important for providing adequate fire protection are the access to the structures themselves by the fire fighting apparatus and the availability of a high-pressure water supply system. It is anticipated that newly developed residential and commercial units within the project area will allow for and accommodate adequate access and that the water and pressure system will be sufficient for fire protection purposes.

Exhibit 9, page VI-43, shows the location of the nearest fire stations to the Northeast Ridge Area. As shown, fire protection services could be provided to the Northeast Ridge area by Brisbane from its #2 station located at Geneva and Bayshore. However, this station is no longer manned on a 24-hour basis. Brisbane's other fire station is located at 700 San Bruno Avenue. The City has tentative capital improvement plans to construct a new Public Safety Building to accommodate all Public Safety equipment and personnel between the years 1980 and 1995.

Daly City could provide fire service to the Northeast Ridge area from its #3 station located at Geneva and Schwein if the Northeast Ridge were assigned to Daly City's sphere of influence. The City has plans to relocate this station to a location adjacent to the Northeast Ridge.

Daly City's Geneva station is closer to the Northeast Ridge area than the central Brisbane station. Brisbane's station #2 is approximately of equal distance as

the Daly City station to the Northeast Ridge. Both cities have Mutual Aid agreements with other cities and the California Division of Forestry to fight grass fires on San Bruno Mountain.

(7) Police Protection

The proposed development for the subject planning areas including residential, commercial and industrial development, will increase the demand for police protection for the subject property. With the addition of 1,250 residential units and 30 acres of office/industrial/commercial/school development, it is anticipated that a corresponding increase in the level of police services, including preventive patrol and traffic control, will be required. Brisbane and Daly City both provide police protection to their residents and can, with some additional manpower, provide adequate levels of police protection to the subject territory commensurate with levels of service within each city.

Brisbane's Public Safety Department for fiscal 1978-79 was staffed by a Director, Fire Chief, two Captains, four sergeants, eight officers, a Records Supervisor, Records Clerk (part time), five Dispatchers, seven paid Reserve Fire Fighters and ten Fire Fighter volunteers. The employees of this department share police and fire protection responsibilities. Assuming nine sworn police officers, the Public Safety Department em-

ploys 3.0 sworn police officers per 1,000 resident population. Per capita Public Safety Department expenditures per capita for 1978-79 were $232.54. As previously noted, Brisbane's 1978-79 Public Safety budget is for a transitional year for department consolidation.

The Daly City Police Department employed a total of 140 persons during fiscal year 1978-79. This amounts to 1.9 police personnel per 1000 resident population. The national average for police personnel per 1000 resident population for cities of 50,000 to 99,999 for 1978 was 2.1. The average for the western region of the United States for 1978 was 2.4. Ninety-seven of Daly City's police personnel are sworn officers. The department employs approximately 1.3 sworn officers per 1000 resident population. Daly City police department expenditures for 1978-79 were $35.17. The national average police department expenditure per capita for cities of 50,000 to 99,000 for 1978 was $36.67. The average for the western region of the United States for 1978 was $42.99. Daly City appears to be low in both these areas.

From an access, transportation and circulation standpoint, Brisbane's City Hall at approximately 2.2 miles from the center of the proposed development is geographically better able to provide police service and preventative patrol to the Northeast Ridge. Daly City's City Hall is approximately 4 miles from the center of the proposed Northeast Ridge development.

(8) Transportation - Circulation

The General Plan Amendment EIR and the County Planning Department's staff report, described and discussed at some length the possible local and regional impacts which could result from the proposed development of San Bruno Mountain. Two alternative transportation scenarios relative to travel characteristics were discussed. The three basic differences between Scenario I, which was developed by Visitacion Associates, and II, developed by the County are, (1) the residential trip generation (daily trip ends per dwelling unit), (2) the amount or capture rate of public transit, and (3) the peak-hour, peak direction, conversion factors. Table 22, below, indicates the assumptions used for each of the two scenarios.

TABLE 22

Alternative Transportation Assumptions

Factors	SCENARIO I (VA Developed Assumptions)	SCENARIO II (County Developed Assumptions)
Residential Trip Generation (Daily trip ends per dwelling unit)	7	9
Transit Usage (% of total trips by transit)	19%	9%
Peak Hour Conversion (% of trips during peak hours)	8%	10%

Source: San Mateo County Planning Department

From the above Table it can be calculated that the construction of an additional 1,250 residential units on the Northeast Ridge will generate an additional 8,750 to 11,250 daily trip ends. The above figures do not include the additional trips generated by the office/industrial/commercial/school development proposed in the General Plan Amendment EIR for the Northeast Ridge.

The General Plan Amendment EIR and County Planning staff report also discusses the planned roadway improvements which will be required as a result of the various development alternatives being discussed at that time.

The development of the Northeast Ridge will increase the demand for other transportation services including SAM TRANS and the Southern Pacific railroad. For additional information relative to the transportation and circulation needs of the proposed development, please refer to the General Plan Amendment EIR.

(9) Parks and Recreation

The construction of an additional 1,250 residential units as proposed by the General Plan Amendment EIR and the addition of 3,200 persons living within the area will generate new and increased demands for parks and recreational services. The General Plan Amendment EIR discusses the anticipated project related recreational demand by the age group and activity. Refer to pages 3-236 through 3-247 of the General Plan Amendment EIR for a specific review of the anticipated recreational demands resulting from the development of San Bruno Mountain. As noted within the EIR, recreational demands are generated by several factors, including increasing incomes, more leisure time, and better mobility of the public. It is determined within the EIR, based on projected demographic analysis, that the proposed

project implies a development which would include households with relatively high incomes. The inferred affluent population profile projected within the EIR indicates a consistently high recreational demand among the type of residents expected to live in the area.

National standards for neighborhood parks and playgrounds vary from study to study, but range between one to ten acres per 1,000 population. Brisbane provides its residents with 1 acre of parks per 1,000 persons. Daly City provides its residents with 0.26 acres of parks per 1,000 persons. The General Plan Amendment EIR calls for 27 acres of developed parks and open space in the proposed Northeast Ridge development.

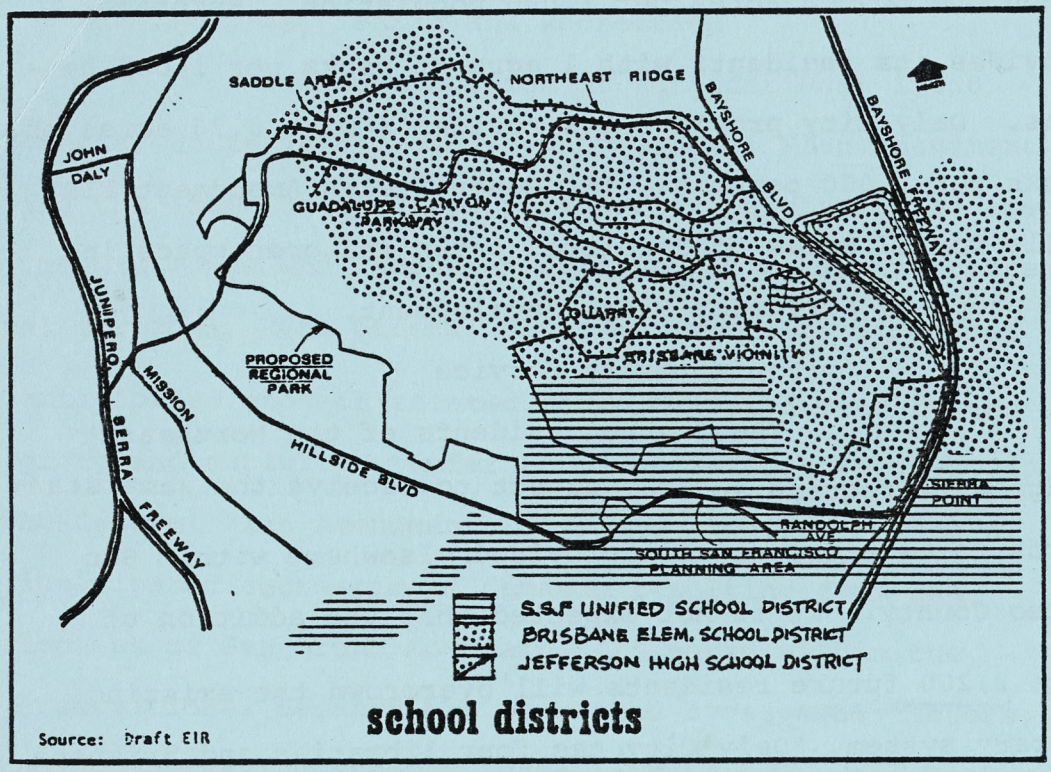
(10) Library Service

The future residents of the Northeast Ridge will require and may expect to receive the same standards for library service provided elsewhere within San Mateo County. It is not expected that the addition of some 3,200 future residents will overcrowd the existing library system. Daly City has four libraries and Brisbane one library. Both cities are members of the County library system which provides for inter-library loans and privileges.

P.L.S.

(11) Schools

The entire Northeast Ridge Area falls within two school districts, the Brisbane Elementary School District and the Jefferson High School District. Exhibit 17, below, shows the boundaries of these school districts.



The Brisbane Elementary School District and the Jefferson High School District serve the Southern Hills Neighborhood of Daly City as well as the residents of the City of Brisbane.

The General Plan Amendment EIR, in discussing the regional and local impacts on schools resulting from the proposed development, used various assumptions relative to student projections by school district and by type of housing units. The housing categories and students per unit used within the General Plan Amendment EIR included the following: Town Terrace homes with two and three bedrooms with .8 to .9 students per unit; Garden Apartments with .2 students per 1 bedroom unit, .4 students per two bedroom unit and 1.0 student per three bedroom unit, for an average of .54 students per Garden Apartment; and for Mid-Rise Apartments .2 students per one bedroom unit and .3 students per two bedroom unit were used. The assumptions relative to the percentage of students by grade level were as follows:

Level	Percent of total student population
K-6	55%
7-8	15%
9-12	30%

Specific review of the above assumptions and student generation factors by school district may be reviewed within the General Plan Amendment EIR on pages 3-230 through 3-237.

The following Table indicates the projected total number of students by school district and grade level for the proposed Northeast Ridge development.

TABLE 23

STUDENT PROJECTIONS FOR THE NORTHEAST RIDGE BY SCHOOL DISTRICT

SCHOOL DISTRICT	NUMBER DWELLING UNITS	PUBLIC SCHOOL AGE POPULATION			
		K-6	7-8	9-12	TOTAL
Brisbane Elementary	1,250	400	110	--	510
Jefferson Union High School	1,250			220	220

According to estimates in the General Plan Amendment EIR, the Brisbane School District has from minimal to modest excess capacity. Brisbane Elementary School District operates three schools with a total enrollment of 730 students (479 elementary and 251 intermediate); capacity is 995. Adding an estimated 510, K-6 and 7-8 students would exceed capacity by 245 students and necessitate new facilities to accommodate development in the area. The General Plan Amendment EIR indicates that one new school of 5.5 acres is proposed for development of the Northeast Ridge.

Approximately 220 senior high school students would attend the Jefferson High School as a result of development of the Northeast Ridge. The school is located between

Mission Street and Route 280 in Daly City. The General Plan Amendment EIR states that these additional students would not impose significant space problems on the district. Therefore no significant impacts on the district are anticipated as a result of development of the Northeast Ridge.

(12) Noise Impact

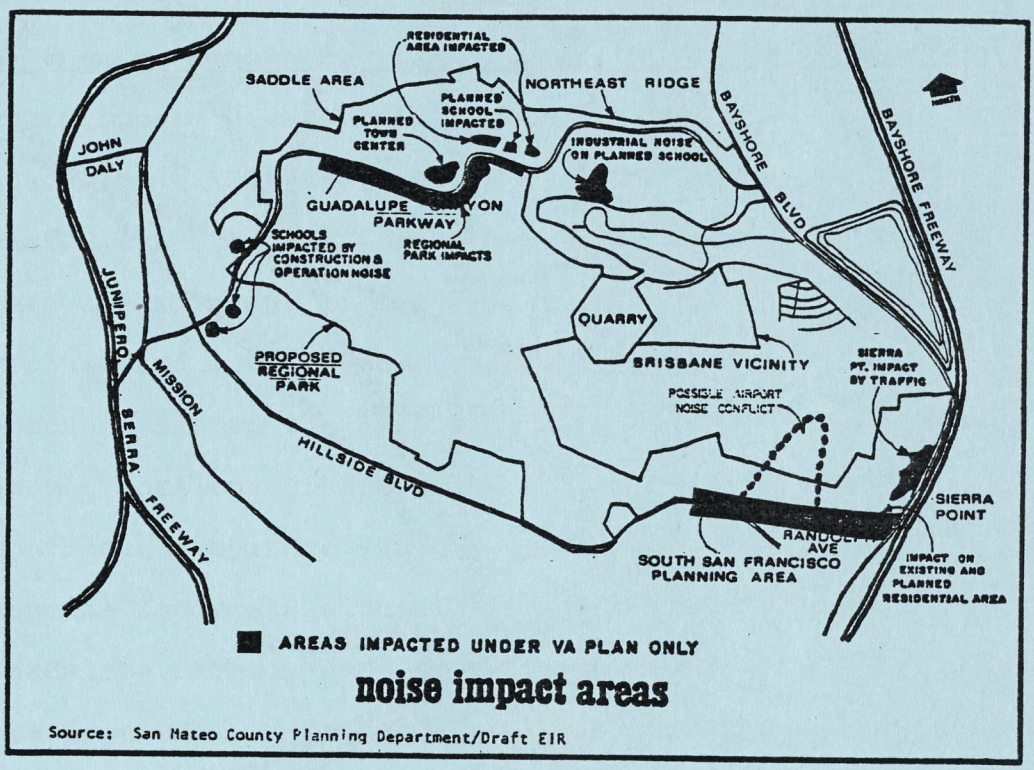
The noise environments of areas surrounding the project site are dominated by noise generated by various modes of transportation - vehicles on highways, trains and aircraft. As discussed within the General Plan Amendment EIR, the northern slope and crest are exposed to the noise-generating activities in Daly City and San Francisco to the north. The major generators of noise are traffic on Geneva Avenue, Old Bayshore Boulevard, and U.S. 101. Guadalupe Canyon Parkway also crosses the northern slope of this area. The southern slope faces the Crocker Industrial Park. The industries located there are not notable noise generators; however, there is considerable truck traffic. In addition, the area is served by Southern Pacific rail spurs, but they are infrequently used. The average noise level in Crocker Industrial Park is 55 to 60 dBA (decibels), which is acceptable for this land use when compared to criteria discussed in Appendix O of the EIR. Except for the land area of the Northeast Ridge bordering Old Bayshore, the noise environment is compatible with residential land use.

Quarry operations on San Bruno Mountain overlooking Crocker Industrial Park are sporadically audible on the Northeast Ridge at locations directly opposite the quarry. In addition, blasting at the quarry normally occurs an average of once every two weeks. There are no definite plans to discontinue quarry operations; therefore, continued use must be assumed.

The highest average noise levels occur in areas contiguous to Old Bayshore Boulevard and in some cases would be considered incompatible with residential land use. The average daytime noise level on the remainder of the Northeast Ridge is about 50 to 55 DBA, with the higher noise levels occurring on land bordering the Crocker Industrial Park and Guadalupe Canyon Parkway. Exhibit 18, page VI-101, indicates the anticipated areas impacted by noise resulting from the proposed development of the Northeast Ridge area.

The results of the recent Joint Land Use Study[33/] concerning the San Francisco International Airport/San Mateo County indicate that noise levels on the Northeast Ridge of San Bruno Mountain average 55 to 60 CNEL (Community Noise Equalization Levels or average DBA's). The San Mateo County Planning Division informed LAFCo staff that this is a tolerable level for residential development.

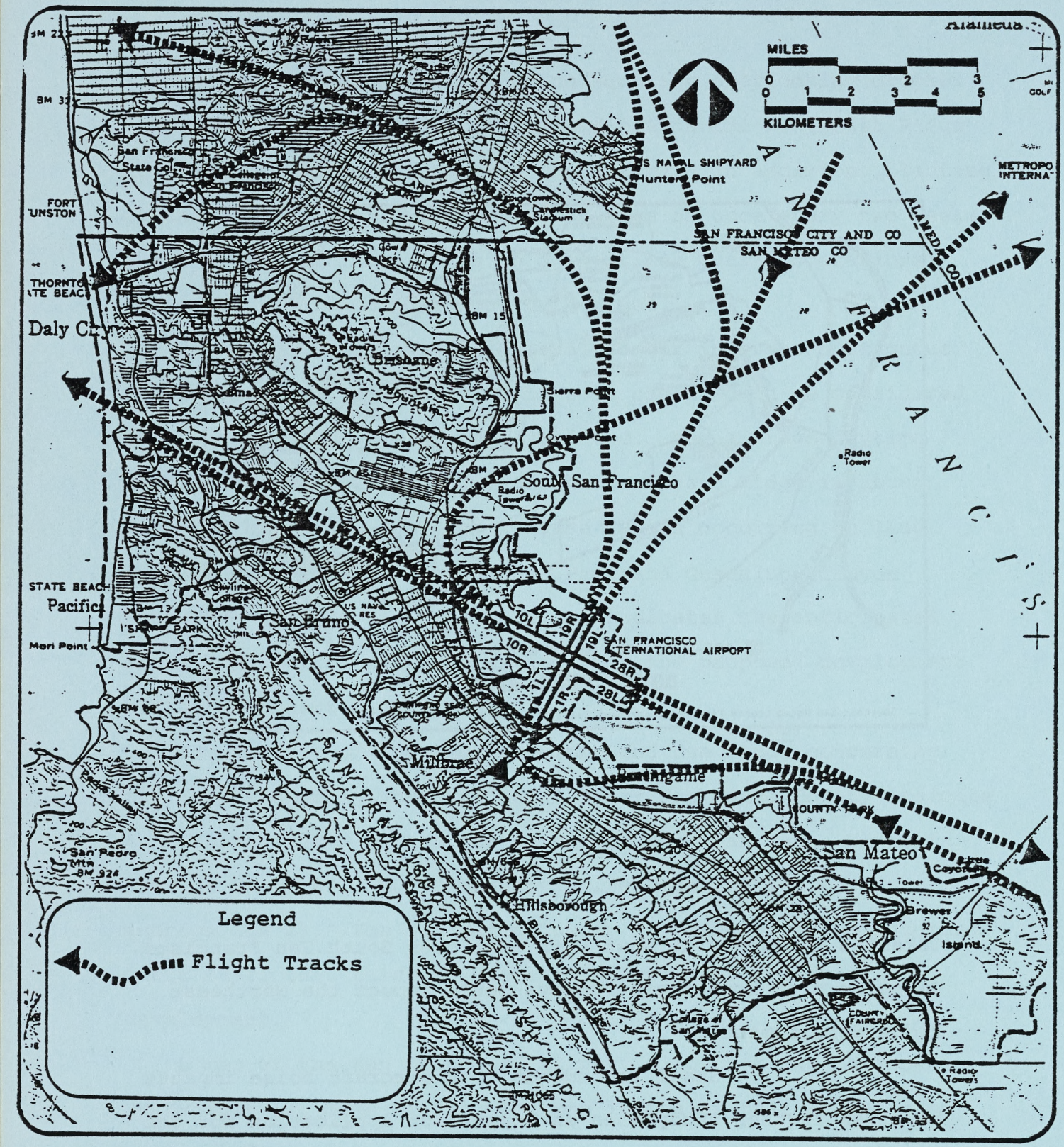
A map of the San Francisco Airport flight tracks is shown as Exhibit 19, page VI-102. The map indicates that takeoffs on Runway 1 follow the San Francisco Bay north and turn west over San Francisco out to the Pacific Ocean.



Takeoffs on Runway 28 west turn east over South San Francisco. Takeoffs from both these runways could impact the Northeast Ridge development.

Staff recommends that aircraft noise impacts be given further study when an annexation application for the area is received by LAFCo. This impact should be addressed in the annexing city's Specific Plan for the area. At a min-

SAN FRANCISCO AIRPORT FLIGHT TRACKS



SFO/SMC

JOINT LAND USE STUDY

San Francisco International Airport / San Mateo County

imum LAFCo staff believes the installation of adequate acoustic insulation during construction should be required.

(13) Visual Impact

The visual impact expected to result from the proposed development of the Northeast Ridge Area is discussed within the General Plan Amendment EIR. The Northeast Ridge Site has a somewhat more varied visual character than the adjacent Saddle Area. It consists primarily of undulating terrain and a few free-standing trees and hedgerows. The northern slopes of the site are primarily viewable from adjacent portions of Daly City and San Francisco, including southbound Bayshore Boulevard. Viewed from these locations, manmade landscape alterations due to construction of the Guadalupe Parkway and major electrical transmission lines are apparent. The southern portion of the site is virtually invisible from outside the study area, although it is readily viewable from the City of Brisbane and Crocker Industrial Park.

(14) Energy Impact

Close proximity to the Northeast Ridge development will result in energy efficient patrol routes for police vehicles. Brisbane's City Hall is approximately 2.2 miles from the center of the proposed development, whereas Daly City's City Hall is approximately 4 miles away. Brisbane's closer proximity would result in greater energy

savings. Furthermore, any maintenance of roads, sewer or water lines, storm drains, etc. could be achieved with greater energy efficiency from Brisbane than from Daly City.

(15) Public Convenience

Property owners within cities have a reason to expect a convenient location and reasonable access to public facilities. Brisbane's City Hall is located closer to the center of the proposed development on the Northeast Ridge than Daly City's City Hall. Therefore, Brisbane would be more convenient from an access to public facilities standpoint than Daly City.

c. Analysis

The San Mateo Local Agency Formation Commission, in adopting its "General Policies and Criteria for the Development and Determination of Spheres of Influence", set forth the Commission's general and specific policies with respect to the provision of governmental services. A copy of the Formation Commission's guidelines referred to above may be found within this report as Appendix A. Section IV, Allocation of Territory to City Spheres of Influence, sets forth the factors which should be considered when allocating territory to a city's sphere of influence. The foregoing sections of this report have presented such factors as proposed land use, population projections, service capabilities of Daly City and Brisbane, etc. The following sections capsulize the most relevant information which we believe is necessary for Com-

mission consideration prior to making a sphere of influence determination for the unincorporated territory under study.

(1) Capacity, Impacts and Ability to Provide the Projected Needed Services

Section b, Projected Service Needs, Alternative Sources and Impacts, described the various governmental services necessary to be provided to the subject area if it is to be developed to urban densities and the projected impacts which would result from such development.

Both Brisbane and Daly City are general law cities and as such are capable of providing the necessary services to the proposed development. In many respects the Cities of Brisbane and Daly City are equally capable of providing the needed services* to the Northeast Ridge Area.

The majority of the proposed development would drain into the Guadalupe Valley and into a diked area in Brisbane. This would increase siltation and flooding problems in Brisbane. Water and sewer lines for the proposed development would run through Brisbane. From a geographic standpoint, the Northeast Ridge is closer to Brisbane with the Crocker Industrial Park, recommended by staff for assignment to Brisbane's sphere of influence, to the south and the Saddle Area of San Bruno Mountain to the west.

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* Daly City is served by the North San Mateo County Sanitation District, and the Bayshore Sanitary District for sewers. The Bayshore Neighborhood adjacent to the Northeast Ridge is served by the Dimond Public Utility District for water.

The Guadalupe Canyon Parkway runs through the Northeast Ridge Area on its northerly side between Bayshore Boulevard in Brisbane and Hillside Boulevard in Daly City. The Guadalupe Canyon Parkway provides the main access route from Daly City to the proposed development of the Northeast Ridge. Brisbane's City Hall is approximately 2.2 miles from the Ridge using Bayshore Boulevard. The Northeast Ridge is 4 miles from Daly City's City Hall by this route. Brisbane is also affected more in the area of transportation/circulation, noise, visual, energy demand and public convenience.

The previous section of this report discussed at some length all of the above plus the anticipated governmental services which the proposed development will require. Table 24, page VI-108, and Table 25, page VI-109, present two matrices which are an attempt by the LAFCo staff to pull together all of the foregoing information relative to the service needs of the subject territory and development related impacts into a consolidated form which hopefully will serve to highlight specific services of impacts where, in staff's opinion, either Brisbane or Daly City is in a better position to serve the subject property or is in the position of being the most directly affected by any development which may take place. The first matrix presents areas that LAFCo staff believes are objective or more easily quantifiable. The second matrix presents areas that LAFCo staff believes are more subjective, although equally as important. The matrices present the projected service

needs and impacts considered in the previous section and rank the ability of the two governmental agencies to provide the service and the degree of impact in which each governmental agency will be affected by the proposed development. A scale ranging from 1 to 6 has been used to reflect staff's judgment as to the relative ability of each agency to serve the area or the degree of impact which each agency will experience as a result of the proposed development. The alternative with the highest number of points is considered by staff to be better than the alternative with the lower score. The ranking gives equal weight to each service and impact. Others may choose to give a greater weight to different factors or to assign a different relative ranking to specific services or projected impacts.

The first matrix, Table 24, page VI-108, indicates that in the opinion of LAFCo staff from an objective standpoint that the relative abilities of the City of Brisbane and the City of Daly City to provide the needed services to the Northeast Ridge of San Bruno Mountain favors Brisbane. Brisbane received 44 out of a possible 48, whereas Daly City received 30.

The second matrix, Table 25, page VI-109, indicates that in the opinion of LAFCo staff from a subjective standpoint the degree of impact resulting from the development of the Northeast Ridge of San Bruno Mountain overwhelmingly impacts the City of Brisbane. Brisbane

TABLE 24

DALY CITY/BRISBANE ABILITY TO PROVIDE NEEDED SERVICES
OBJECTIVE RATING

Scale:

6 = High
4 = Moderate
2 = Low
1 = Very Low

Northeast Ridge

	Daly City	Brisbane	Comments
3. Water	4	6	Water main runs through Brisbane
4. Sewage Disposal	4	6	Drains through Brisbane, GVMID pump station
5. Solid Waste	6	6	Private franchises in each city
6. Fire Protection	2	6	Fire stations are equal distances, however Daly City's must enter through Brisbane.
7. Police Protection	2	6	Brisbane's headquarters are closer
9. Parks and Recreation	2	4	Brisbane has more park access per capita
10. Library	4	6	Brisbane's main branch is closer
11. Schools	6	4	High school district could absorb increase for high school in Daly City. Elementary would require additional school.
TOTAL SCORE	30	44	
POSSIBLE SCORE	48	48	

TABLE 25

DALY CITY/BRISBANE DEGREE OF IMPACT RESULTING FROM DEVELOPMENT
SUBJECTIVE RATING

Scale:

6 = High
4 = Moderate
2 = Low
1 = Very Low

Northeast Ridge

	Daly City	Brisbane	Comments
1. Access	1	6	Daly City must pass through Brisbane from Bayshore. By Guadalupe Canyon Parkway access is 4 miles from City Hall.
2. Drainage	1	6	Predominantly towards Brisbane
8. Transportation-Circulation	1	6	Affects mostly Brisbane
12. Noise	1	6	Affects only Brisbane
13. Visual Impact	1	6	Affects only Brisbane
14. Energy Impact	1	6	More efficiency from Brisbane
15. Public Convenience	1	6	More convenient in Brisbane
TOTAL SCORE	7	42	
POSSIBLE SCORE	42	42	

received 42 out of a possible 42, whereas Daly City received 7. In order to have effective control over the factors evaluated in this matrix, the proposed development of the Northeast Ridge should obviously take place within the jurisdiction that is most affected.

(2) Financial Impacts

San Mateo County utilized the services of Williams-Kuebelbeck and Associates, Inc. to prepare a fiscal analysis of development of San Bruno Mountain for the requested General Plan Amendment. The study entitled "Fiscal Impact Analysis of the Proposed Crocker Hills Development" was completed on April 14, 1975. The charge to the consultant was to evaluate the Crocker Hills plan to determine the public revenues and public costs which would result if the proposed plan were to be approved and subsequently developed. Included within the fiscal analysis were considerations regarding alternative development plans and alternative annexation possibilities.

The three major tasks of the fiscal analysis as performed by Williams-Kuebelbeck and Associates included the following:

Task 1: Ascertain the public cost and public revenues generated by the Crocker Hills development and to allocate these costs and revenues to various jurisdictions based on a given development plan and a given annexation alternative.

Task 2: Based on the outputs from Task 1, the consultant was to determine the areas of fiscal concern that would require mitigating action by public authorities to reduce public risk or public liability.

Task 3: Based on the results of Task 2, the consultant recommended precise methods and policies for local jurisdictions to follow in order to minimize the public's risk and to shift liability and risk from the public to the developer/owner through performance controls.

The recommendation given by the financial consultant with respect to the Northeast Ridge was that Brisbane should annex this area immediately upon completion of development. The annexation recommendation anticipates annexation after development to minimize the potential negative fiscal impact during the development period. The consultant also assumed that proper control of phasing would be exercised during the development period. The plan anticipates a seven year phasing schedule. The Williams-Kuebelbeck and Associates, "Fiscal Impact Analysis of the Proposed Crocker Hills Development" is available for review in the LAFCo office library. The study is indexed in the Chapter III, Environmental Assessment, of this report.

Since the Williams-Kuebelbeck and Associates' fiscal analysis study was completed, Proposition 13 has been approved by the California electorate. As explained in the section of this study entitled, "Impact of Proposition 13,"

the initiative has an effect upon the service levels and future service areas of local agencies. The section further explains the apparent deficit in city budgets created by new development in the post-Proposition 13 era.

(a) Revenues

The Williams-Kuebelbeck and Associates study shows two assessed valuation projections for the Northeast Ridge development at buildout. The Visitacion Associates Projection was for $22,721,120 and the Most Probable Projection was for $19,175,000. Respective per capita assessed valuation projections were $6,889 and $5,814. The projections assumed a seven year phasing schedule beginning in 1976 and ending in 1983. This phasing schedule is obviously unrealistic at this time and no new plans have yet been developed.

The Williams-Kuebelbeck assessed valuation projections are incorrect in light of Proposition 13 inflation limits for property and an uncertain inflationary economy. For LAFCo staff to accurately estimate property tax revenues generated from the Northeast Ridge at buildout, even in 1979 dollars, would require more substantive development plans, including a current phasing schedule.

The most immediate problem faced by a city that annexes the Northeast Ridge will be providing services to currently undeveloped land. The undeveloped Northeast Ridge currently has an assessed valuation of $997,895. Using the Proposition 13 property tax

limit of $4 per $100 of assessed valuation, total property tax revenues generated from the area amount to $39,915. Applying the League's formula to this amount would result in a transfer of $18,550 from the county to the city if the area is annexed to Brisbane.

In addition to property tax revenues from the undeveloped and developed Northeast Ridge, other municipal revenues will also be generated from the area. The General Plan Amendment EIR provides for some commercial and industrial development in the area. This will generate sales tax revenues for the annexing city, although it is impossible to predict how much at this time. Further, municipal revenues will be forthcoming due to the increase in population from such areas as licenses and permits, user fees and charges, state subventions and Federal grants, and other assorted sources.

(b) Expenditures

Municipal expenditures to provide services to the undeveloped Northeast Ridge would be minimal and could be absorbed by the current budget of the annexing city. Additional expenses would be in the areas of fire protection with the occurence of grass fires on the Ridge and planning for development of the area. During the initial phases of development considerable attention would have to be given to planning services. This would require the addition of at least two full-time experienced planners or a contract for a consultant at an annual cost of approximately $50,000 to either city.

It is assumed by LAFCo staff that water and sewer lines to the proposed Northeast Ridge development will be financed by the developer. It is also assumed that roads, curbs and gutters, and storm drains will be financed either by the developer or by a special assessment district. Maintenance of water and sewer lines would be financed by user charges. Maintenance of roads would be the financial responsibility of the annexing city.

The major expenses associated with serving the developed Northeast Ridge would be related to fire and police. Daly City's Fire Chief has estimated the costs that would be incurred by the City to extend fire protection services to the area. The expansion of fire service to the Northeast Ridge would require relocation of the fire station presently located at Geneva and Schwerin to a location adjacent to the Northeast Ridge area. Relocation would include expanding service by adding one engine company to the ladder and engine company already located at the Geneva station. The cost of relocation is anticipated to be as follows (1978 dollars):

Capital Improvements

Land (Site)	To be Negotiated
Station Structure (and furnishings)	$420,000
Pumper Truck	75,000
Equipment for Truck	8,000
Total	$503,000

The City further anticipates adding personnel as follows:

Operation and Maintenance Expense

Personnel (9 Firefighters)	$182,200
Other (Utilities, etc.)	8,000*
Estimated Total	$190,200

The City of Daly City estimates that to extend police protection services to the developed Northeast Ridge area would require the following:

Operation and Maintenance Expense

Two Officers	$200,000**
Estimated Total	$200,000

The City of Brisbane, as explained in prior sections, has consolidated police and fire services into a Public Safety Department. Brisbane's Public Safety Chief estimates that to extend police and fire services to the Northeast Ridge would require the following (1978 dollars):

Operation, Maintenance and Capital Outlay Expense

Estimated Operating and Maintenance Expense per Public Safety Officer	$30,000
Estimated increase in Public Safety Officers	x 10 persons
Estimated Operating and Maintenance Expense	$300,000
Capital Outlay, Other Expenses	x 30%
	$90,000
Estimated Total	$390,000

* Apparatus replacement schedule would be a part of the Fire Department's financial planning.

** Includes salaries and fringe benefits, but no capital or equipment costs.

The City of Brisbane does not anticipate adding an additional fire station to serve the Northeast Ridge development. It should be noted, however, that as explained in previous sections of this Chapter, the City is proposing to build a new Public Safety facility. The developer of the Ridge, in LAFCo staff's opinion, should be required to finance either the relocation of Daly City's Geneva fire station or aid in financing Brisbane's new Public Safety facility as a condition of development.

Assuming an estimated population of 3,200 for the Northeast Ridge development, Daly City would expend $59.44 per capita on fire protection and $62.50 per capita on police protection. Projected combined fire and police protection expenditures for the Northeast Ridge by Daly City would amount to $121.94 per capita. Brisbane's combined Public Safety expenditures to extend service to the Northeast Ridge development would be $93.75 per capita, or $28.19 less than Daly City. These amounts are exclusive of capital outlay expenditures.

The "Impact of Proposition 13" section of this report explains that any proposed new residential development, such as that proposed for the Northeast Ridge, would probably result in a financial draw on a city's treasury. The section further suggests that developers should finance improvements necessary for new developments and should even possibly guarantee any financial losses to cities caused by new developments.

It is clear that in light of Proposition 13 cities are experiencing a financial crisis of major proportions. In addition, the Gann Initiative, if it passes, will further limit appropriations from the "proceeds of taxes". In the situation at hand the Commission is faced with assigning an undeveloped area with development potential to a city's sphere of influence. If the city subsequently approves development of the area it will probably not pay its way. However, at the same time the Commission is considering the assignment to a city's sphere of influence of the Crocker Industrial Park, a subdivision rich in sales tax revenue to an annexing city.

LAFCo staff believes that to make annexation and subsequent development of the Northeast Ridge financially feasible, the area should be annexed to the same city as the Crocker Industrial Park. However, it should be noted that if the Gann Initiative passes, the amount of sales tax revenue that a city may receive over its "appropriation's limit" would be severely reduced.

The matrix in Table 24, page VI-108, shows that the City of Brisbane is most capable of providing municipal services to the area. In addition, the matrix in Table 25, page VI-109, shows that Brisbane is impacted more than Daly City by problems related to access, drainage, transportation-circulation, noise and view sheds. To effectively exercise control over these impacts, Brisbane should be able to exercise municipal authority

over the area. Furthermore, from a financial standpoint it appears more logical for the area to be included within Brisbane's sphere of influence.

(3) Urban Service Boundary

There are presently two significant undeveloped areas within Brisbane; namely, Sierra Point and the Southern Pacific property. Development of Sierra Point as a marina and for related activities is almost underway. It is unlikely that the Southern Pacific lands will be developed any time soon given the unique soils problems and the nature of the ownership. Neither of these areas will afford additional housing to this area. The Northeast Ridge is the next logical area for the expansion of housing within the next five years. It should be placed within the urban service boundary of Brisbane.

(4) Recommendation

The staff recommends that the Northeast Ridge of San Bruno Mountain as shown in Exhibit 15, page VI-77, be placed within an urban service boundary and assigned to the sphere of influence of the City of Brisbane.

3. Brisbane Vicinity and Quarry

a. Identification of Alternative Spheres of Influence

(1) Brisbane Vicinity

The Brisbane Vicinity planning area as defined in Exhibit 20, page VI-120, is contiguous to the City of Brisbane on its east side. The area is not contiguous to any other city. Therefore, in identifying the alternative sphere of influence designations there are only two, (1) assignment to Brisbane's sphere of influence, or (2) no sphere of influence assignment.

(2) Brisbane Quarry

The Brisbane Quarry area as defined in Exhibit 20, page VI-120, can obtain contiguity to the City of Brisbane in two ways: (1) if the Crocker Industrial Park is annexed to Brisbane, and (2) if the Brisbane Vicinity is annexed to Brisbane. Therefore, the alternative sphere of influence designations for the quarry are the same as for the Brisbane Vicinity; (1) assignment to Brisbane's sphere of influence, or (2) no sphere of influence assignment. However, assignment of the Brisbane Quarry to Brisbane's sphere of influence would have to be conditioned upon annexation of one or both of the currently unincorporated areas enumerated above. In Section e, page VI-75, of this report staff recommends that the Crocker Industrial Park be assigned to Brisbane's sphere of influence.

The County's General Plan intends future industrial uses for both the Brisbane Vicinity planning area and the Brisbane Quarry. LAFCo staff, therefore, believes it

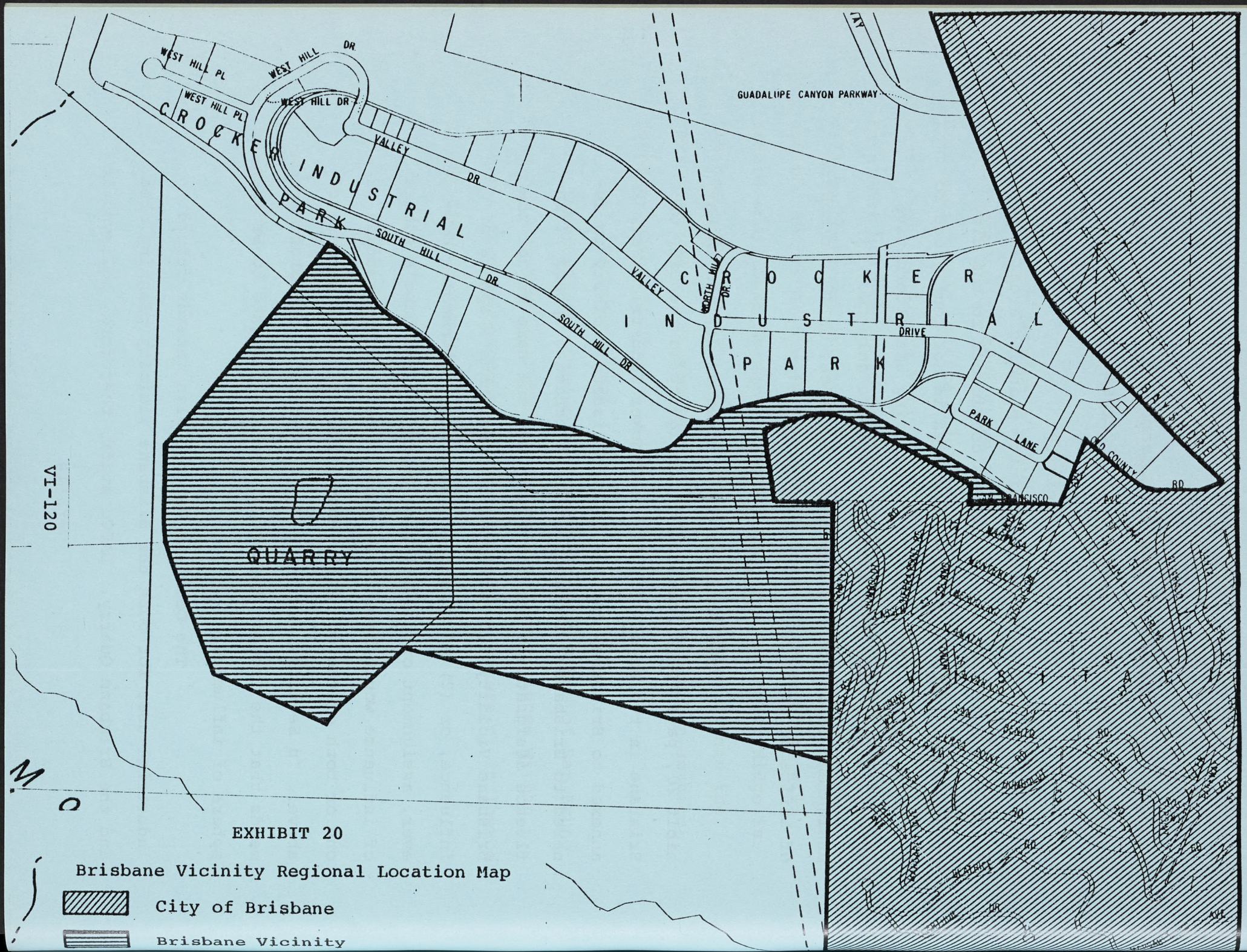


EXHIBIT 20

Brisbane Vicinity Regional Location Map

City of Brisbane

Brisbane Vicinity

appropriate to include these areas within the "community of interest" of this study and to assign them to a sphere of influence.

The projected service needs and impacts associated with the Brisbane Vicinity and Quarry are highlighted in the following paragraphs.

b. Projected Service Needs and Impacts

(1) Access

Access to the area is provided primarily by Bayshore Boulevard. The General Plan Amendment EIR assumes access to the Brisbane Vicinity during construction and operation will be principally via Valley Drive and Hill Drive in the Crocker Industrial Park. Access to the Brisbane Quarry is from Old County Road, Visitacion Avenue and San Francisco Avenue to the private quarry road. The quarry driveway intersects San Francisco Avenue just west of Visitacion Avenue. Development of the Crocker Industrial Park and the City of Brisbane has boxed in the quarry. Access to the quarry along Old County Road and San Francisco Avenue is shared jointly by Brisbane residents and quarry trucks.

(2) Drainage

Water from rainfall flows from the Brisbane Vicinity and Quarry through the Guadalupe Valley into the Brisbane Lagoon and into the San Francisco Bay. An increase in the runoff volume would increase erosion.

Silt carried by runoff is currently being deposited in the Lagoon. Siltation in Brisbane's storm drainage system can lead to localized flooding. Most of the water from seeps and springs within the quarry area, as well as much of the surface runoff, is collected in a small pond at the base of the quarry and used in rock processing operations.

(3) Water

Water for future development of the Brisbane Vicinity and Quarry area would certainly be acquired from the San Francisco system. The Brisbane Quarry uses approximately 450,000 cubic feet of water each year for plant operations and dust control. Approximately 420,000 cubic feet are obtained from on-site springs and seeps and by recycling. The remainder is purchased from GVMID. If the area were annexed to Brisbane the City would contract with San Francisco for the water instead of GVMID and operate and administer the system.

(4) Sewers

Sewage from the Crocker Industrial Park is currently collected in the Brisbane system and transmitted to the San Francisco southeast plant for treatment. All sewage from the quarry is discharged into the GVMID collection system and again transmitted to the San Francisco southeast plant through the City of Brisbane.

(5) Fire Protection

The California Division of Forestry is primarily responsible for fire protection in the Brisbane Vicinity and Quarry Area. However, as a practical matter

fire protection may be provided by the City of Brisbane from its fire station No. 1 or from neighboring communities in the event of a major fire.

(6) Police Protection

As in all unincorporated areas in San Mateo County, police protection for the Brisbane Vicinity and Quarry is the responsibility of the County Sheriff's Department. However the Brisbane Public Safety Department has jurisdiction involving trucks passing through the northern edge of the City on their way to and from the quarry.

(7) Transportation-Circulation

Most of the roads adjacent to the planning area are local roads intended for slow moving traffic, parking and access to individual buildings and residences.

Collector streets serve to collect traffic from local streets, are often wider than the local streets, and usually carry higher traffic volumes. Arterial roads such as Bayshore Boulevard and Guadalupe Canyon Parkway provide connections to the regional freeway system. Parking is usually limited along arterials and access points are limited in order to facilitate faster moving traffic. The regional freeway system is a multi-laned, controlled-access facility connecting the planning area with outside employment and other communities.

Consideration is being given by the County Planning Division to an alternate haul route from the quarry, which could reduce noise and dust impacts on the City of

Brisbane and the Crocker Industrial Park land uses adjacent to the haul route. Truck traffic from the quarry averages 100 trips daily and occasionally 200 during a high volume day.

(8) Noise Impact

The Brisbane Quarry Environmental Impact Report[34/] prepared by SWA Group, of Sausalito, addressed the subject of noise. Noise sources affecting and emitting from the quarry site are diesel powered quarry equipment (tractors, loaders, etc.), diesel trucks hauling from the quarry, rock crushing equipment, blasting operations, traffic in Crocker Industrial Park, and over-flights from aircraft from the San Francisco International Airport. Residual noise levels range around 40 dBA on the boundary adjacent to the industrial park. Blasting occurs on an average of once every two weeks. A typical blast was measured at 115 decibels at a distance of 1200 feet.

(9) Visual Impact

The Brisbane Vicinity and Quarry are visible primarily from areas within the Guadalupe Valley and from Guadalupe Hills. The quarry can be seen from an approximately one mile long segment of Guadalupe Canyon Parkway. Also, it is highly visible from the western portion of the Crocker Industrial Park. The quarry may be momentarily visible to persons driving on Bayshore Boulevard. It is not visible from the Bayshore Freeway or to most people living in the City of Brisbane.

(10) Energy Impact

Less energy would be expended by the City of Brisbane to service these areas than by the State, county and special districts.

(11) Public Convenience

The City of Brisbane is .75 miles east of the Brisbane Quarry and even closer to Owl and Buckeye Canyons. Property owners and employees would, therefore, be conveniently located to receive services from the City of Brisbane. Further they would have good access to public facilities.

c. Analysis

(1) Ability to Provide the Projected Service Needs and Impacts

The San Mateo Local Agency Formation Commission, in adopting its "General Policies and Criteria for the Development and Determination of Spheres of Influence", set forth the Commission's general and specific policies with respect to the provision of governmental services. A copy of the Formation Commission's guidelines referred to above may be found within this report as Appendix A. Section IV, Allocation of Territory to City Spheres of Influence, sets forth the factors which should be considered when allocating territory to a city's sphere of influence. The foregoing sections of this report have presented the projected service need and impacts associated with the Brisbane Vicinity and the Brisbane Quarry.

Staff believes that the development of the Brisbane Vicinity, as specified in the San Mateo County General Plan, will require an urban level of service. Brisbane is capable of extending services to the Brisbane Vicinity and, because of contiguity, is the only city that is legally authorized to extend such services. Furthermore, the City of Brisbane would be impacted by the proposed industrial development of the subject territory in the areas of access, drainage, transportation-circulation, noise, views, energy and public convenience.

The Brisbane Quarry is an area that is intended for industrial development when quarry operations terminate. Currently the quarry requires an urban level of service in the areas of water, sewer, fire and police protection. The City of Brisbane is capable of extending these services to the Brisbane Quarry. Furthermore, the City of Brisbane is impacted in the areas of access, drainage, transportation-circulation, noise, views, energy and public convenience. Access and circulation are problems associated with the Brisbane Quarry that particularly impact the City of Brisbane. To have effective control over the adverse impacts on the City of Brisbane caused by the Brisbane Quarry, the City should be able to exercise jurisdictional authority over the area.

(2) Financial Impact

As previously explained, the section of this study entitled "Impact of Proposition 13," outlines the potential effect of the Initiative on service levels and future

service areas. When assigning sphere of influence to any unincorporated area the impact of Proposition 13 and AB 8 must be considered.

(a) Revenues

The revenues generated from the Brisbane Vicinity area would primarily be as a result of property taxes. The current assessed valuation of the area is $59,234. Applying the Proposition 13 limit of $4 per $100 of assessed valuation would mean total property tax revenues of $2,369 per year. Of this amount, the City of Brisbane would receive $1,101 from the Brisbane Vicinity area.

The property tax revenues generated from the Brisbane Quarry are more substantial. The current assessed valuation of the Quarry is $489,367. Applying the $4 per $100 of assessed valuation limit would result in total property tax revenues of $19,574 per year. Of this amount, the City of Brisbane would receive $9,097 per year from the Brisbane Quarry area.

Other revenues from the above areas after development would be derived from sales tax, licenses and permits, user fees and charges, revenues from other agencies, and miscellaneous other sources.

(b) Expenditures

It is assumed by LAFCo staff that the extension of municipal services to the areas can be absorbed within current budgets. Any additional expenditures would be covered by the above-mentioned sources of revenue.

(3) Urban Service Boundary

Lands identified as the Brisbane Vicinity and Brisbane Quarry are proposed or being used for industrial use. They should be placed within the urban service boundary of Brisbane.

(4) Recommendation

The staff recommends that the areas identified as the Brisbane Vicinity and Brisbane Quarry, as identified in Exhibit 20, page VI-120, be placed within an urban service boundary and assigned to the sphere of influence of the City of Brisbane.

The staff further recommends that the sphere of influence of the City of Daly City be amended to exclude the Bayshore Neighborhood, as identified in Exhibit 24, page VII-55, and that this Neighborhood be assigned to the sphere of influence of the City of Brisbane (see Analysis, Chapter VII, page VII-68).

Exhibit 21, page VI-129, indicates the territory recommended to inclusion within Brisbane's sphere of influence.

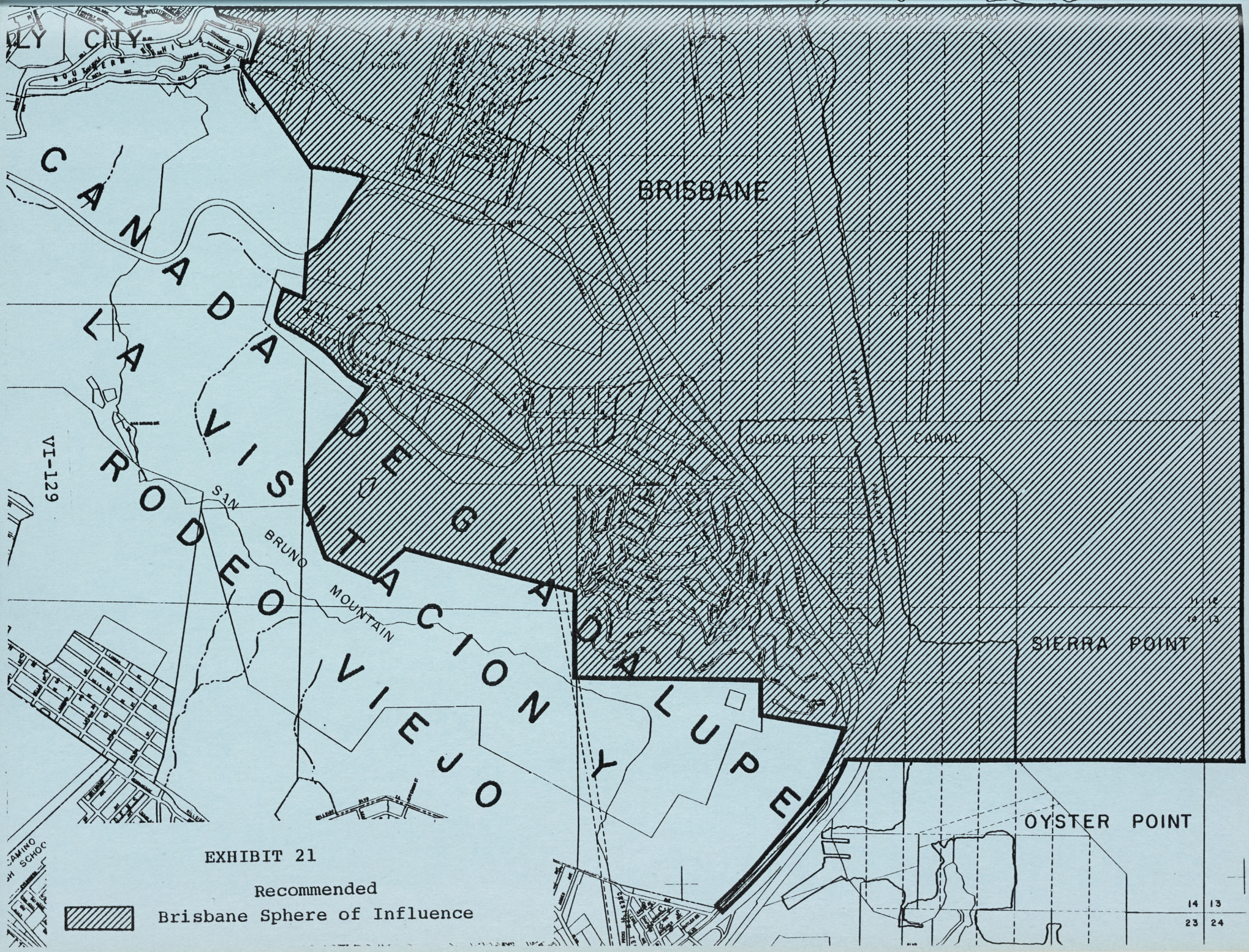


EXHIBIT 21

Recommended
Brisbane Sphere of Influence

VII. DALY CITY SPHERE OF INFLUENCE
(REVIEW AND UPDATE)

VII. DALY CITY

A. History and General Background

On the rolling highlands above the Pacific, against the southern boundary of San Francisco, Daly City has evolved from a "market garden, sunny and across-the-line-from-the-police fun town"[35/], a refugee camp in 1906 following the earthquake, an area receiving the exodus from San Francisco in the 1940's, to being the largest city in San Mateo County today with a population of approximately 73,720.

Daly City, incorporated in 1911, was named for dairyman John D. Daly. Early development was characterized by small lots (25 to 33 feet wide) and two-story wood frame houses. Streetcar service along Mission Street was expanded through Daly City to San Mateo in 1903, and expansion in the area continued with improved transportation into the City.

At the time of incorporation in 1911, the corporate limits embraced 587 acres--not quite a square mile. Today sixty-eight years and eighty-two annexations later, the City has grown to approximately 4,600, or about 7 square miles. Seventy-eight of the annexations took place since World War II. The present city boundaries are indicated in Exhibit 1, page I-5.

Residential development on a large scale followed World War II, with Broadmoor being subdivided in 1946, and the development of Westlake beginning in 1948. The Bayshore Neighborhood in the Visitacion Valley was developed during the 1920's, and it was incorporated as a city from 1932 until 1941.

The architecturally unique Daly City Civic Center, located at 90th and Sullivan Avenue, was built in 1967 at a cost of three and one-half million dollars.

B. Land Use and General Plan

The Daly City General Plan[36/] was prepared by Ironside and Associates/Planning Consultants. It was adopted by the City Council on July 24, 1978.

1. Daly City Planning Area

The Daly City Planning Area includes all of unincorporated Daly City and adjacent or surrounded unincorporated areas designated by the Local Agency Formation Commission as being within Daly City's sphere of influence. These areas include Broadmoor and Unincorporated Colma. San Bruno Mountain appears on Daly City's General Plan Map and is addressed because of the significant impact on the City which would result from its development. The Crocker Industrial Park is also included within the City's Planning Area.

2. Land Use

a. Land Use Issues

The major land use issues confronting Daly City are related to the maturing process of the City, increased knowledge of land capability and the future of adjacent vacant land. The General Plan acknowledges that the area within the City limits will reach its holding capacity of 83,500 within the twenty year planning period. The basic character of the City is established. Recognition of a

finite amount of unused land and the need to carefully consider balanced economic use of available land pervades the policies and objectives of the Plan.

Some of the land use issues expressed in the General Plan relate to geotechnical hazards. One of the first areas of concern was flood plains. Another consideration was land failure due to sliding, rupture or seismic movement. Another problem which exists in Daly City relates to the coastal bluffs and wind and wave erosion. Some of the vacant land in Daly City is quite steep and dangerous to develop. The plan recommends a prohibition of development in areas where the slope exceeds 40 percent.

b. Existing Land Use

The Land Use by Zoning District Chart, Table 26, page VII-4, provides a detailed breakdown of the land use pattern.

The Daly City incorporated limits encompass approximately 4,600 acres. Almost 35 percent of this acreage is occupied by single family residential units and group quarters are far less extensive, occupying 7.3 percent of the City's developed acreage. Another 29.8 percent of the City's developed acreage is covered by public streets.

TABLE 26

DALY CITY LAND USE ACREAGE BY ZONING DISTRICT, OCTOBER 1976

	R-1	R-2	R-3	R-4	C-0	C-1	C-2	M	P-D	I-D	CEM	Un-Zoned	Total	%
Single Family Residential	1,388.6	15.5	44.4		0.2	6.7	0.2	0.2		3.8			1,459.6	34.9
Multi-Family Residential	6.8	5.2	161.4		0.2	8.3	10.7	7.4	25.5	1.0			226.5	5.4
Group Quarters			N/S*			4.6[1]	1.2[1]			72.3[1]			78.1	1.9
Auto Related Retail	N/S*					19.3	3.6	0.1		0.6			23.6	0.6
Auto Services			0.4			7.5	1.4	0.6		2.5			12.4	0.3
All Other Retail	0.4	N/S*				53.8	69.6	0.6	0.4	1.0			125.8	3.0
All Other Services	24.6	0.1	14.8	9.8	2.9	42.2	35.3	5.4		17.4			186.9	4.5
Industrial	0.4					0.2		31.0		1.7			33.3	0.8
Parks & Other Pub Recreation	8.7		41.0							3.7		85.4	138.8	3.3
Pub Facilities (Exc Park & Rec)	311.7[3]	N/S*	55.2		12.7[2]	3.8	66.5[6]		1.0	8.9		189.5	649.3	15.5
Public Streets	0.4[4]		1.5[5]			N/S*		3.4[5]		7.3[5]		10.9[7]	1,243.3	29.8
TOTAL DEVELOPED	1,741.6	20.8	318.7	9.8	16.0	146.4	188.5	48.7	26.9	120.2	34.4	285.8	4,177.6	100.0
Vacant & Agricultural	78.3	4.7	88.6		3.5	25.2	2.8	2.5	25.8	107.1			340.2	

FOOTNOTES TO LAND USE ACREAGE CHART

[1] Trailer Court

[2] 1.372, Pacific Telephone Building

[3] Primarily City-owned Ocean frontage

[4] .404 - BART

[5] Southern Pacific Right-of-Way

[6] Primarily Cow Palace Lands

[7] 10,398 BART, Remainder R.R. Right-of-Way

* Not Significant, less than 0.1 acre

SOURCE: Daly City Planning Department
Ironside and Associates, 1976.

Retail establishments total 8.4 percent of the City's developed acreage (348.7 acres). Industrial uses, which are much smaller contributors to the City's economic base, occupy only 0.8 percent of the City's developed acreage (33.3 acres). Public facilities such as water reservoirs, the sanitary landfill, the sewage treatment plant and substations cover 15.5 percent (649.3 acres) of the City's developed acreage. Parks and other public recreation uses, which provide additional quality to the City's residential life, occupy 3.3 percent (138.8 acres) of the developed land.

Of the approximately 4,600 acres within the City limits, only 7.5 percent is now vacant or occupied with agricultural uses. Not all of these 350 acres may be developed. In some cases slopes may be too steep or geotechnical constraints may be found to exist which would make future development unsafe. The vacant non-agricultural land remaining in Daly City is generally leftover land. It was passed by in the initial waves of development because it was more difficult to develop than other available property. These leftover sites now present a major land resource.

c. Future Land Use

The General Plan shows the general extent and location of the public and private land uses that either exist or are proposed for the future by Daly City. Although the Plan is long-range (to 1995), most of what is shown on the General Plan Map exists or is proposed to be developed by 1985; so the land use designations are fairly certain.

3. General Plan

The Daly City General Plan includes nine mandatory elements--circulation, safety, housing, seismic safety, noise, conservation, open space, scenic highways, and land use. The Plan includes all of the above elements organized under the broad categories of physical, social and environmental.

The General Plan is the primary policy document of the City, indicating in a general way the manner in which the leaders of the community expect the City to develop during the next two decades. The goal of the Daly City General Plan is "to integrate rational physical, social, environmental and financial elements of the community for the benefit of current and future residents."[37/] The Plan outlines short, intermediate and long term policies and objectives. These are stated as being contingent on the passage of Proposition 13 and the uncertainty of the City's fiscal position.

C. Social Systems

1. Demography

The following table shows Daly City's population growth from 1920 through 1978.

TABLE 27

POPULATION OF DALY CITY 1920-1978

Year	Source	Population	Inc/(Dec) Number	Percent
1920	U.S. Census	3,779	2,105	125.7
1930	U.S. Census	7,838	4,059	107.4
1940	U.S. Census	9,625	1,787	22.8
1950	U.S. Census	15,191	5,566	57.8
1960	U.S. Census	44,791	29,600	194.8
1965	Dept. of Finance	60,500	15,709	35.1
1970	U.S. Census	66,922	1,709	7.8
1974	Dept. of Finance	69,000	2,078	3.1
1975	Dept. of Finance	72,300	3,300	4.8
1976	Dept. of Finance	73,500	200	0.3
1977	Dept. of Finance	73,500	1,000	1.4
1978	Dept. of Finance	73,720	220	0.3

Consistent with the regional trend, Daly City's high growth rate in the 1950 - 1965 period gradually subsided. The decrease was primarily due to a declining birth rate, a decrease in net immigration, and a buildout of developable lands.

Table 28, page VIII-9, presents the comparative general population characteristics of Daly City since 1960 with San Mateo County and the San Francisco Bay Region. This table indicates that the population per household of 2.8 was almost identical to the San Mateo County average of 2.9 and the Bay Region average of 2.8. The table also indicates that

TABLE 28

COMPARATIVE GENERAL POPULATION CHARACTERISTICS
OF DALY CITY, SAN MATEO COUNTY AND THE BAY REGION, 1970

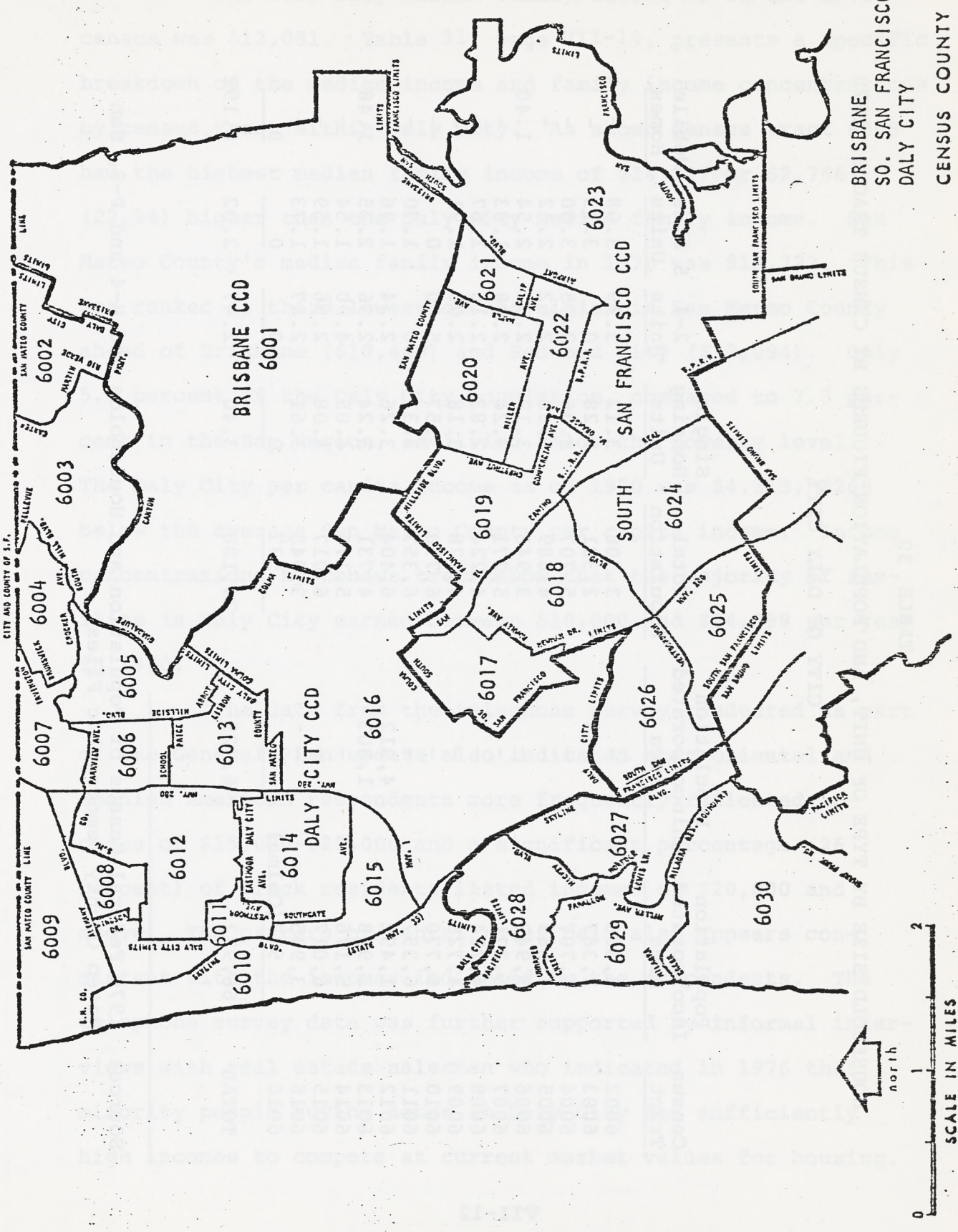
	Daly City	San Mateo County	Bay Region*
Total Population 1970	66,922	556,234	4,628,199
Total Population 1960	44,791	444,234	3,638,939
Percent Change 1960-1970	49.4	25.2	27.2
Population per Household	2.8	2.9	2.8
Percent Population under 18 Years	33.9	32.1	32.1
Median Age	27.0	29.4	28.4
Percent Population over 65 Years	5.4	7.7	8.8
Percent Married Population over 14 Years of Age	65.4	63.6	60.0
Percent Black	5.3	4.7	7.9
Percent Spanish-American	18.7	11.7	10.8

Source: San Francisco Bay Area Council, The Bay Area 70 Census Series, San Mateo County, June, 1971.

*The Bay Region includes the nine counties of Alameda, Contra Costa, Marin, Napa, Santa Clara, San Mateo, San Francisco, Solano, and Sonoma.

at 27.0 years, Daly City's median age was lower than San Mateo County at 29.4 years, or the Bay Region at 28.4. However, the elderly component in the age structure is somewhat less than the surrounding area. Only 5.4 percent of the Daly City population is over age 65, compared to 7.7 in San Mateo County and 8.8 percent in the Bay Region. The percentage of Black population at 5.3 was about the same as for San Mateo County, 4.7, but lower than the Bay Region at 7.9. However, Daly City's Spanish-American population at 18.7 percent was considerably higher than the San Mateo County average of 11.7 percent or the Bay Region average of 10.8.

A map showing the census tracts within the City of Daly City is shown as Exhibit 22, page VII-11. The household size and total populations for each of the census tracts within Daly City are indicated on Table 30, page VII-12. The unincorporated Broadmoor area, Census Tract 6012, is indicated to have 4,912 persons residing within that area as of 1970. The unincorporated Colma area, Census Tract 6013, is indicated to have 1,803 persons residing within that area as of 1970. This table shows that the household size decreases from 3.40 persons for single family housing units to 2.02 persons per unit for multiple units consisting of 5 or more apartments.


MAP A
BRISBANE
SO. SAN FRANCISCO
DALY CITY
CENSUS COUNTY DIVISIONS
BRISBANE CCD
6001
SAN FRANCISCO CCD
SOUTH
DALY CITY CCD
DALY CITY
6002
6003
6004
6005
6006
6007
6008
6009
6010
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SCALE IN MILES
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2

TABLE 30

HOUSEHOLD SIZE BY TYPE OF UNIT, AND POPULATION FIGURES BY CENSUS TRACTS, 1970

CITY OF DALY CITY

Census Tract	Population Incorporated Area	Population Unincorporated Area	Total Population	Single Housing Units	2-4 Units	5 Plus Units	Mobile Homes
6002	3,308	-	3,308	3.12	3.29	3.08	-
6003	2,367	14	2,381	3.28	0	3.13	-
6004	5,707	-	5,707	3.36	2.76	3.00	-
6005	4,689	-	4,689	3.68	2.62	2.42	-
6006	3,943	-	3,943	3.19	2.72	2.54	1.40
6007	5,271	-	5,271	3.26	2.38	1.83	-
6008	4,224	-	4,224	2.83	2.16	1.67	-
6009	4,728	-	4,728	3.18	2.00	1.91	-
6010	6,770	-	6,770	3.57	5.00	0	-
6011	6,357	-	6,357	3.31	0	1.70	-
6012	1,492	4,912	6,404	3.26	2.34	1.96	-
6013	2,928	1,803	4,731	3.24	2.36	2.25	1.48
6014	5,176	-	5,176	4.05	4.00	1.54	-
6015	6,017	-	6,017	4.08	2.96	1.59	-
6016	3,945	-	3,945	3.61	2.47	1.73	-
6016	537 (Colma)	-	537	0	0	0	0
TOTAL	66,922	6,729	74,188	3.40	2.47	2.02	0.192

Source: 1970 Federal Census of Population and Households and H-4 and P-3, San Mateo County Demographic Files

The Daly City median family income as of the 1970 census was $12,081. Table 31, page VII-14, presents a specific breakdown of the median income and family income concentrations by census tract within Daly City. As shown census tract 6009 had the highest median family income of $14,847 or $2,766 (22.9%) higher than the Daly City median family income. San Mateo County's median family income in 1970 was $13,222. This was ranked as third lowest of the cities in San Mateo County ahead of Brisbane ($10,449) and Redwood City ($12,094). Only 5.1 percent of the Daly City population, compared to 7.3 percent in the Bay Region, is living below the poverty level. The Daly City per capita income as of 1970 was $4,315, $266 below the average San Mateo County per capita income. Income concentrations by census tract show that the majority of families in Daly City earned between $10,000 and $24,999 per year in 1970.

The data from the telephone survey conducted as part of the General Plan update also indicated that Oriental and Spanish American respondents more frequently indicated incomes of $15,000-$20,000 and a significant percentage (26 percent) of Black residents listed incomes of $20,000 and above. The pattern of rental rates paid also appears consistent with the incomes indicated by the respondents. The telephone survey data was further supported by informal interviews with real estate salesmen who indicated in 1976 that minority people buying homes in Daly City had sufficiently high incomes to compete at current market values for housing.

TABLE 31

DALY CITY MEDIAN INCOME FIGURES

AND FAMILY INCOME CONCENTRATION BY CENSUS TRACT

Census Tract	Incorporated Area	Unincorporated Area	Daly City Median	Low $0-$9,999	Middle $10,000-$24,999	Upper Middle $25,000-$49,999	Upper $50,000 Plus
6002	$ 7,753		$ 7,753	593	303	6	0
6003	13,539		13,539	161	473	40	5
6004	10,723		10,723	617	747	11	5
6005	11,317		11,317	488	788	32	0
6006	10,991		10,991	440	503	37	10
6007	9,857		9,857	685	620	35	4
6008	11,140		11,140	474	641	36	0
6009	14,319		14,319	368	824	156	30
6010	13,195		13,195	395	1,243	137	0
6011	13,513		13,513	383	1,285	107	0
6012	9,957	$12,782	12,183	232	216	11	0
6013	10,507	10,000	10,402	376	416	30	0
6014	14,847		14,847	203	922	79	12
6015	13,921		13,921	294	1,046	97	5
6016	13,847		13,511	167	855	47	0
6016	10,842						
TOTAL	$11,892	$11,391	$12,081	5,876	10,882	861	71

Daly City Median Family Income - $12,081

Daly City Per Capita Income - $4,315

San Mateo County Median Family Income - $13,222

San Mateo County Per Capita Income - $4,581

Source: 1970 Census of Population, San Mateo County Demographic Files C-2, C-3 and H-11.

Many were said to be Asian families moving out of San Francisco or recent immigrants with liquid assets.

In short, Daly City's minority population is more diverse than Spanish Surname and Black. It also includes substantial numbers of Japanese, Chinese, Koreans, Samoans and Filipinos. In addition, many of these minority people are not poor.

Important trends can be seen utilizing Daly City's 1960, 1967 and 1970 population data as shown in Table 32, page VII-16. The age group over 45 has increased from 21.3 percent in 1960 to 25.7 of the population in 1970. The age group under 10 has decreased from 25.3 percent in 1960 to 18.9 percent of the population in 1970. The declining birth rate has been attributed to a decline in children aged 0 to 4. The fertility ratio has declined in both San Mateo County and Daly City.

Although Daly City's population seems to be progressively aging, it should be noted that Daly City's age composition is still considered in the intermediate category rather than the "old" category. Populations with medians between 20 and 29 years, populations with 5 percent to 10 percent of their total 65 years and older, populations with 30 percent to 40 percent of their total under 15, and populations with aged-child ratios between 15 and 30 are all in the intermediate category.

TABLE 32

AGE COMPOSITION: 1960-1967-1970
DALY CITY

AGE GROUP	1960		1967		1970		Change From 1960 to 1970	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Change
0-4	6374	14.2	6557	10.1	5980	8.9	-394	-6.2
5-9	4990	11.1	6888	10.6	6677	10.0	+1687	33.8
10-14	3899	8.7	6243	9.6	6537	10.0	+2638	67.7
15-19	2291	5.1	5188	8.0	5643	8.4	+3352	146.3
20-24	2488	5.6	5572	8.5	6098	9.1	+3610	145.1
25-34	7868	17.6	9686	14.9	10212	15.3	+2344	29.8
35-44	7371	16.5	9570	14.7	8629	12.9	+1258	17.1
45-54	4911	11.0	8015	12.3	8274	12.4	+3363	68.5
55-59	1551	3.5	2595	4.0	2995	4.5	+1444	93.1
60-64	1106	2.5	1827	2.8	2262	3.4	+1156	104.5
65-74	1390	3.1	2053	3.1	2366	3.5	+976	70.2
75+	552	1.2	882	1.4	1249	1.9	+697	126.3
Unknown	--	--	137	0.2	--	--		
TOTALS	44791	100.1	65213	100.2	66922	100.3	22131	49.4
Under 15	15263	34.1	19688	30.2	19194	28.7	3931	25.8
15 to 64	27586	61.6	42453	65.1	44113	65.9	16527	58.9
65 to over	1942	4.3	2935	4.5	3615	5.4	1673	86.1
Aged-child ratio	12.7%		14.9%		18.8%			

Source: 1960 and 1970 Census of Population and Housing, and 1967 Special City Census

In discussing the racial composition of the City in 1978, some important trends should be noted. In 1970, 24 percent of the City's population was identified as being minority (Spanish surname and/or Black). In 1973, Jefferson Elementary School District enrollment data indicated that 43 percent of the student population was minority (American Indian, Asian, Black, Filipino, Latino, other non-white); and in 1975 this percentage minority had increased to 55 percent. A scientifically based random telephone survey undertaken as a part of the update of the City's General Plan in 1976 indicated that 30 percent of the City's residents were minority. The discrepancy between the school district data and the telephone survey can be explained, in part, by the assumption many Caucasian families in the City are long term residents with relatively fewer elementary age children in the school district.

A comparison of the 1960 and 1970 census information concerning Daly City's population by race is as follows:

TABLE 33

DALY CITY POPULATION BY RACE
AS A PERCENT OF TOTAL POPULATION

	1960	1970
White	90.9%	68.0%
Spanish Surname/Heritage	6.5	18.7
Negro	1.0	5.3
Other	1.6	8.0

Source: Daly City Planning Department

2. Employment

Daly City employment totalled 29,494 persons as of the 1970 U.S. Census of Population and Housing. To a large extent Daly City is a "bedroom community" for people who work in San Francisco, with 71.5 percent of those commuting to places outside their county of residence. (The majority of these commuters are presumed to work in San Francisco.) Of the total employed, the female employed component constitutes 39 percent of the labor force, which nearly equals the regional average of 38.8 percent. 62.1 percent of the female component of the labor force are married, compared to only 53.8 percent regionally. Apparently, a disproportionate number of local families are supported by two incomes.

The labor force of Daly City is rather diversified and is not overly dependent upon any one major industrial classification for its continued employment. 18.2 percent of the labor force is employed in retail trade, making it the largest employment category type in the local area. However, manufacturing, the next largest element, employs 16.3 percent of the labor force; and transportation, wholesale trade, and public administration also account for large concentrations of the employed.

Table 34, page VII-19, indicates that the majority, 58.4 percent, of persons residing in Daly City in 1970 were employed in white collar positions. The table further indicates that this percentage of white collar positions is fairly typical of San Mateo County. In the other categories of em-

TABLE 34

PERCENT DISTRIBUTION COMPARISON OF EMPLOYED POPULATION SIXTEEN YEARS AND OVER, 1970

Occupation	Daly City Number Employed	%	San Mateo County Number Employed	%
White Collar*	17,202	58.4	144,920	60.1
Blue Collar**	8,535	28.9	67,242	27.9
Service Workers***	3,687	12.5	27,847	11.6
Farm Workers****	70	0.2	1,027	0.4
TOTAL	29,494	100.0	241,036	100.0

* The components of the category labeled white collar include professional, technical and kindred workers; managers and administrators, except farm; sales workers; and clerical and kindred workers.

** The components of the category labeled blue collar worker include draftsmen, foremen, and kindred workers, operatives, except transport; transport equipment operatives; and laborers except farm.

*** The components of the category labeled service workers includes service workers (except private household); and private household workers.

**** The components of the category labeled farm workers includes farmers and farm managers; and farm laborers and farm foremen.

Source: U.S. Census of Population, California, 1970, PC (1) - C6 San Mateo County Planning Department Data File E-1.

ployment, Daly City is also fairly typical of the remainder of San Mateo County. The Daly City work force included 29,494 persons included in the San Mateo County average.

3. Housing

The Daly City General Plan, adopted by the City Council on July 24, 1978, includes a housing element.[38/] Housing is one of the nine general plan elements mandated by the State of California. Section 65302(c) of the Government Code requires that housing elements be developed according to regulations established under Section 41134 of the Health and Safety Code consisting of standards and plans for the improvement of housing and for the provision of adequate sites for housing. The element must take adequate provision for the housing needs of all economic segments of the community.

Most of the easily developed land in Daly City and its Urban Service Area has been developed. Only the more difficult sites remain. Of the eleven neighborhoods evaluated in the 1977 Plan, seven have land that appears to be suitable for additional housing units: Serramonte, St. Francis Heights, Broadmoor, Original Daly City/Colma, Hillside, Original Daly City: Top-Of-The-Hill/Crocker and Bayshore. Sites within these neighborhoods include: Serramonte, Archdiocese property, west side of Hyde Court; St. Francis Heights, property on south side of Southgate Avenue near Sullivan Avenue intersection; Original Daly City: Top-Of-The-

Hill/Crocker, Mission Drive-In Theater; Hillside, block bounded by Hillside Park, Wyandotte Avenue, Price Street, and Lausanne Avenue.

The Housing Element of Daly City's General Plan identifies one critical component as being the estimation of housing need. It states that,

> "Housing need relates to two problems: one is the condition of structures and the other is the economic condition of those seeking housing. These two types of need overlap since frequently those who can least afford housing end up living in housing which is in the poorest condition. The element presents the housing needs of the City in four time frames: existing, short term (1-4 years), intermediate term (5-10 years), and long term (11-20 years)." 39/

The element reviews five types of obstacles which impede the element's main objective of meeting the housing need. These obstacles include politics, economics, employment location, government, and physical constraints. Implementation of the Housing Elements covers three time frames: short term, intermediate term and long term.

Table 35, page VII-22, presents the comparative housing count and percentage of change by type of structure for San Mateo County and Daly City. Daly City, as of 1970, had 22,005 housing units. The table further indicates that Daly City's housing stock increased between 1960 and 1970 by 7,876 units or 55.7 percent compared to a 33.4 percent increase in units for San Mateo County. Compared to the nine county bay area, a significantly greater portion of the residents in this local area both reside in single family units -- 71.3 percent

TABLE 35

HOUSING COUNT AND CHANGE BY TYPE
OF STRUCTURE, 1960 - 1970

	1960	1970	Change #	Change %
Daly City				
Single*	11,921	15,689	3,768	31.6
Multi**	2,208	6,316	4,108	186.0
TOTAL	14,129	22,005	7,876	55.7
San Mateo County				
Single*	119,559	137,535	17,976	15.0
Multi**	22,995	52,612	29,617	128.8
TOTAL	142,554	190,147	47,593	33.4

* Single units include single detached, and single attached dwelling units plus mobile homes and trailers.

** Multi units include 2-4 units and 5+ units categories.

Source: U.S. Bureau of the Census; Census of Housing, Calif. 1960 and 1970.

versus 64.0 percent -- and are owner-occupants -- 60.2 percent versus 54.4 percent. Local lengths of residency are also typically longer than those in the region as a whole. Roughly 47 percent of local residents had lived in their 1970 residences for 6 years or more, compared to only 39.7 percent for the region.

The majority of the present housing stock in Daly City was constructed prior to 1960; and approximately 40 percent of the total housing structures were constructed between 1950 and 1960. Since that time, local housing construction has declined, and the composition of the new construction has changed. According to the census data, as of 1960, only about 15.6 percent of the housing structures were multi-family units. However, by 1970, this proportion had increased to approximately 28.7 percent, even though the total new construction had declined. Correspondingly, the proportion of renter-occupied to owner-occupied units had increased (renter-occupied units, 23.8 percent in 1960 and 37.6 percent in 1970). All indications are that these trends in the increasing proportions of multi-family to single-family units and renter-occupied to owner-occupied structures will continue.

Vacancy rate patterns in the project area describe a trend of increasing demand for housing within a limited market. For example, in Daly City between 1960 and 1970 the vacancy rate for single-family units declined from 2.8 percent to 0.8 percent, and the vacancy rate for multi-family units declined from 7.0 percent to 4.4 percent.

The average vacancy rate for the Daly City area in 1970 was 2.1 percent, a figure generally considered inadequate to meet an area's housing needs. The implications of housing scarcity are several: Normal mobility is substantially constrained, housing choice is limited, and often inflationary pressures are intensified. In Daly City, the insufficient supply of housing in the appropriate price range has produced a market where more than 20 percent of the city's homeowners (25 percent of all black and Spanish-American homeowners) pay in excess of 25 percent of their income for housing. In addition, about 36 percent of Daly City's renters pay in excess of 25 percent of their income for housing, and about 44 percent of black and Spanish-American renters pay these disproportionate amounts. Whether these figures reflect excessive local housing costs, inadequate local incomes, or a combination of these factors is difficult to determine. The result is a housing cost/income imbalance in the area which restricts both resident mobility and housing choice.

D. Services

1. Water

The Daly City municipal water system covers all of the City except the Bayshore area which is served by the Dimond Public Utility District. The California Water Service Company serves unincorporated Broadmoor and unincorporated Colma. Generally, the City's water system consists of the following components: The transmission and distribution system of 167.8 miles of pipe, which vary in size from 1-1/2 inches to 16 inches in diameter, and fourteen pumping stations located through-

out the city which pump water at various elevations directly to consumers and into thirteen storage tanks and reservoirs. The City has a storage capacity of 21,069,000 gallons.

Daly City's water supply is obtained from both City-owned wells and the San Francisco Water Department. Presently, 61.6 percent of the municipal water needs of Daly City are met by groundwater pumping. The remaining 38.4 percent is purchased from San Francisco's Hetch Hetchy water system. As indicated in Table 36, page VII-26, the total amount of well water demanded decreased by 21 MGD from 1974 to 1978. The table also indicates, however, that total water usage decreased by 372 MGD. Daly City has, therefore, become more dependent on well water during the past five years.

The City's ground water system is comprised of eight wells and 42 pumps, as well as auxiliary power sources for six reservoirs and two pumping stations. Four of the City's wells are located near the Citrus Pump Station. Three are located near the Westlake Pump Station, and one is located in the unincorporated Colma area. The wells range in depth from 380 feet to 515 feet.

The major source of ground water is the Daly City aquifer which extends from the Sunset District of San Francisco southward to Lake Merced and Daly City, and thereafter southeasterly including the Towns of Colma and South San Francisco, to San Bruno and San Francisco Bay. This aquifer is approximately 9 miles long. Its width varies from 1.5 to 2.5 miles, and it has an estimated thickness of 8,000 feet.

TABLE 36

PERCENT DISTRIBUTION OF WATER DEMAND IN DALY CITY BY SOURCE, 1975-1978
(in Millions of Gallons)

	1974		1975		1976		1977		1978	
	Amount	Percent of Total	Amount	Percent of Total	Amount	Percent of Total	Amount	Percent of Total	Amount	Percent of Total
Well Water	1,417	53.7	1,386	50.4	1,375	47.6	1,376	69.6	1,396	61.6
Purchased from San Francisco	1,222	46.3	1,362	49.6	1,514	52.4	600	30.4	871	38.4
TOTAL	2,639	100.0	2,748	100.0	2,889	100.0	1,976	100.0	2,267	100.0

Source: Al Bender, Superintendent of Water Division, Daly City, 1978

Kirker-Chapman in its Ground Water Investigation for the City of Daly City[40], April 1972 estimated that the mean safe yield (that volume of water which may be extracted without harmful effects) of 186 million gallons annually. The result was that this portion of the aquifer was being overdrawn by approximately 900 percent. At the time of this study it was estimated by Kirker-Chapman that the water supply concentrated near Daly City would be depleted within 10 to 15 years. Kirker-Chapman further indicated that there has been a long steady decline in the water table of Daly City wells. For the 27-year period 1943-70, the water table fell an average of 4.0 feet per year. The last 10 years this rate has increased to about 6.0 feet per year.

The 1978 water demand for Daly City and the urbanized areas in and around the City is approximately 85 gallons per capita per day. As indicated in Table 37, page VII-28, the total amount of water demanded by Daly City per year has decreased from 2,639 million gallons in 1974 to 2,267 million gallons in 1978, representing a decrease of 14.1 percent. This compares to a 6.8 percent population increase during the same time period.

The City is planning capital improvement projects to meet city water needs. Among the most substantital is the digging and equipping of another City well.

As indicated in Table 37, page VII-28, per capita operating expenses for Daly City's water system increased by 53.7 percent from $17.08 to $25.26 between fiscal years 1973-

TABLE 37

DALY CITY WATER SYSTEM EXPENSES, 1973/74 - 1977/78

	1973/74	1974/75	1975/76	1976/77	1977/78
Water System Labor Cost	$ 341,432	$ 407,740	$ 498,451	$ 593,628	$ 649,301
Electric Power for Pumping	126,808	147,000	183,594	238,243	251,453
Purchased Water - San Francisco Water Dept.	278,000	375,000	478,877	329,298	268,468
Maintenance, Materials, Contractural Services, and Other General Expenses	454,799	485,070	537,007	683,198	691,437
TOTAL OPERATING EXPENSE	$1,201,039	$1,414,810	$1,697,929	$1,844,367	$1,860,659
Capital Outlays	1,136,698	204,242	205,948	114,044	143,418
Debt Service	168,178	165,550	163,070	134,578	104,305
TOTAL EXPENSES	$2,505,915	$1,784,602	$2,066,947	$2,092,989	$2,108,382
Per Capita Operating Expense	$17.08	$19.51	$23.42	$25.09	$25.26

SOURCE: City of Daly City, Department of Public Works, Water Division, Daly City Finance Department

74 and 1977-78. The Water Division's capital budget for 1978-79 was $154,250. This does not include motorized equipment replacement which is handled in Daly City as a prefunded (revolving) operating budget item. Essentially, each year from its operating budget, the department pays rent including operating expenses, depreciation, insurance etc., for each item of its motorized equipment.

There are 26 approved positions in the Water Division, as follows:

CURRENTLY AUTHORIZED POSITIONS

Number of Positions Approved 1978-79	
1	Water Superintendent
1	Water Operator Foreman
1	Water Maintenance Foreman
1	Engineering Technician
1	Water Maintenance Leadman
5	Water Operator
1	Water Meter Repair Worker
8	Water Maintenance Worker
6	Utility Worker
1	Typist Clerk II
26	

2. Sanitary Sewer Service

The majority of residents of Daly City are served by the North San Mateo County Sanitation District. Residents of the Crocker area of Old Daly City and the Southern Hills neighborhood are served by the North San Mateo County Sanitation District but, by agreement, sewage treatment is by the City and County of San Francisco.

The North San Mateo County Sanitation District's sphere of influence assignment is not subject to review and update at this time. However, LAFCo staff believes that the sphere of influence for the district as designated in the November 1975 study Chapter VI, Section A. 1., should be the subject of a future review and update. At that time consideration should be given to establishing the district as a subsidiary district of the City of Daly City.

Service in the Bayshore Neighborhood of Daly City is provided by the Bayshore Sanitary District. This district's sphere of influence is reviewed and updated in Chapter VIII of this report.

3. Transportation

Daly City is served directly by a variety of transportation modes, including buses, railroad, Bay Area Rapid Transit (BART), as well as public road system oriented to private vehicles. This City is also served indirectly by the San Francisco Municipal Bus System and the San Francisco International Airport.

Local bus service, until its acquisition by the San Mateo County Transit District (Sam Trans), was erratic. The Bay Area Rapid Transit System (BART) terminates its westward service in Daly City. Two spur lines of the Southern Pacific Railroad serve Daly City. One comes from the Brisbane switchyard to the industrial/warehouse area in the Bayshore Neighborhood. The second line is on the east side, parallel to Junipero Serra Boulevard and Freeway, to the site of the BART station in the Top-Of-The-Hill Neighborhood.

4. Refuse Disposal

A private company, the Daly City Scavenger Company, provides waste collection and disposal services to Daly City, Colma and the Broadmoor area. The refuse disposal site on the Coast north of Mussel Rock is operated by the Company under a franchise agreement with the City. This disposal site will be phased into a park site as landfill operations are concluded. The South San Francisco Scavenger Company presently services the Bayshore Sanitary District area in Daly City, in addition to serving the Crocker Industrial Park, the City of Brisbane, and the City of South San Francisco.

5. Parks and Recreation

Daly City has 75.99 acres of developed park area, in 27 parks ranging from community parks to tot lots. These park sites and acreages are identified in Table 38, page VII-32, this represents approximately 1 acre of developed park per 1000 residents.

TABLE 38

PARKS AND RECREATION

PARK AND TOT-LOT IDENTIFICATION

	Park Site	No. of Acres
1.	Camelot Tot-Lot, 35 Camelot Court	.37
2.	Canterbury Tot-Lot, 120 Canterbury Ave.	.38
3.	Reservoir 5-B Tennis Complex, 75 Margate Street (10 lighted courts)	4.5
4.	Hampshire Tot-Lot, 96 Hampshire Ave.	.4
5.	Cameo Tot-Lot, 88 Cameo Ct.	.3
6.	Norwood Tot-Lot, 8 Norwood Ave.	.25
7.	Gellert Park, Callan Blvd. and Wembley Drive	19.5
8.	Longview Tot-Lot, 50 Longview Drive	.34
9.	Northridge Park, Northridge Ave. and Carmel Ave.	1.3
10.	Westmoor Park, 123 Edgemont Drive	7.65
11.	Alta Loma Tot-Lot, 356 Alta Loma Ave.	.11
12.	Palisades Park, Palisades Drive and Westridge Ave.	1.0
13.	Westlake Park, 149 Lake Merced Blvd.	10.5
14.	Marchbanks Park, North and South Parkview Ave.	7.8
15.	War Memorial Community Center, 6655 Mission St.	-
16.	Edgewood Park, 173 East Vista Ave.	1.1
17.	Bocci Ball Courts, Located on Colma School Site at 550 East Market Street	-
18.	Hillside Park (under construction) Lausanne and East Moltke Streets	11.00
19.	Peoria Hall, 222 Peoria Street	-

(continued)

PARKS AND RECREATION
PARK AND TOT-LOT IDENTIFICATION

	Park Site	No. of Acres
20.	Arts & Crafts Center, 101 Peoria Street	.15
21.	Lincoln Park, 901 Brunswick Street	.63 (to be expanded)
22.	Polaris Tot-Lot, 247 Polaris Way	1.0
23.	Arden Court Tot-Lot, 2 Arden Court	.36
24.	Bayshore Park, 45 Midway Drive	3.5
25.	Parkview Hall, 101 Parkview Avenue	-
26.	Broderick Terry Duel Site, 50 El Portal Way	3.2
27.	Frankfort Park, Frankfort and Action Streets	.65
	Total Developed	75.99
28.	Lycett Tot Lot, Lycett Avenue*	.40
	Total Proposed	.40
	Total Park Acreage	76.39

*Proposed for development 1979-80

The Westmoor, Marchbanks, and Coastside Park are all very close to the unincorporated area and used by all the residents. The City also plans to acquire and develop Hillside Park off Hillside Avenue. In addition to operating City-owned parks, the City cooperated with school districts to provide supervised recreation programs in schools. The Pauline Brown School, Westmoor High School, Vista Mar, Ben Franklin and Garden Village schools all surround the perimeter of the Broadmoor area. Since weather conditions frequently limit the use of recreation areas, one of the City's greatest recreation needs is for protected indoor or sheltered recreation space. Presently, there are 52,564 square feet of recreation building space in the City, as summarized below.

TABLE 39
RECREATION BUILDINGS - SQUARE FOOTAGE

1.	War Memorial Community Center	21,136
2.	Westlake Community Center	20,000
3.	Westlake Clubhouse	2,950
4.	Lincoln Park Clubhouse	2,000
5.	Lincoln Park Clubhouse	2,400
6.	Arts and Crafts Center	1,421
7.	Marchbanks Field House	1,242
8.	Peoria Street Clubhouse	875
9.	Parkview Clubhouse	540
	Total	52,564

SOURCE: Daly City Parks and Recreation Department

The Daly City Parks, Recreation and Maintenance Department has 41 full-time authorized positions in four categories: administration, maintenance, recreation and parks. An additional 50-120 people work part-time season-

ally for the Department each year. The authorized positions for 1978-79 are listed below:

CURRENTLY AUTHORIZED POSITIONS

Number of Positions Approved 1978-79	Administration
1	Director of RPM
1	Secretary III
1	Typist Clerk II
3	
	Maintenance
1	Maintenance Foreman
1	Senior Building Maint. Worker
1	Street/Maintenance Painter
1	Lead Custodian
3	Building Maintenance Worker
3	Utility Worker
8	Custodian
18	
	Recreation
1	Recreation Superintendent
3	Recreation Supervisor
0	Community Center Coordinator
1	Tennis/Recreation Specialist
5	

(continued)

Number of Positions

Approved 1978-79	Parks
1	Park Foreman
1	Lead Groundskeeper-Gardener
7	Groundskeeper-Gardener
6	Utility Worker
15	

6. Fire Protection

Daly City presently has the following fire stations:

#1 - 151 Lake Merced Boulevard
2 - 499 Santa Barbara
3 - 3001 Geneva
5 - 191 Edgemont
7 - 444 Gellert

Table 40, page VII-37, presents a summary of pertinant data on these fire stations in Daly City, including the year constructed, the number of apparatus bays, dormitory capacity, and other relevent information.

Exhibit 9, page VI-43 , extracted from the Formation Commission's Fire Protection Report[41/], shows the fire station locations in the area. Due to the proximity of Stations #2, #4 and #8 (Colma Fire Protection District), one mile street distances out from these stations clearly overlap each other. Also, certain areas within Broadmoor (which is protected by the Colma Fire Protection District) are within one mile of stations marked #1 and #4. An inventory of apparatus at each fire station is shown in Table 41, page VII-38.

TABLE 40

FIRE STATION SUMMARY

Station No.	Address	Year Built	# of App. Bays	# of Drive Thru Bays	Apparatus Room Size	Dorm Capacity	Emer. Power	Drill Yard	Room for Expansion	Cond.
DALY CITY										
#1	151 Lake Merced Blvd.	1954	2	1	30' x 90'	13	Yes	Poor	Limit.	Good
#2	499 Santa Barbara	1941	2	0	27' x 34'	10	Yes	No	No	Poor
#3	3001 Geneva	1946	2	0	56' x 33'	4	Yes	No	No	Fair
#5	191 Edgemont	1960	2	1	57' x 34'	9	Yes	Yes	Yes	Good
#7	444 Gellert	1973	3	2	70' x 54'	10	Yes	Yes	Yes	Very Good

SOURCE: Gage-Babcock & Associates, Inc., Report on Fire Protection for San Mateo County, January 1975

TABLE 41

CHARACTERISTICS OF FIRE FIGHTING APPARATUS BY STATION

Station Number	Company Number	Type	Year Pur.	Make & Model	Pump Cap.	Water Tank	Max. Ladder Length
*1	1	Pumper	1966	Int'l Amer. La France	1250	400	35 ft.
1	1	Ladder	1954	Seagrave	0	0	65 ft.
2	2	Pumper	1966	Int'l Amer. La France	1250	500	24 ft.
3	3	Pumper	1959	Ford by Van Pelt	1250	400	35 ft.
3	3	Ladder	1961	Ford by Amer. La France	1000	0	75 ft.
*5	5	Pumper with 54' Articul. Water Tower	1978	Ward LaFrance	1500	400	24 ft.
**5	5	Beach/Cliff Rescue	1971	Dodge	0	0	0
7	7	Pumper	1971	Diesel Van Pelt	1500	500	24 ft.
7	7	Aerial Platform	1971	Diesel Van Pelt Snorkel	0	0	50 ft. (80' boom)
*7	7	Highway Rescue	1975	Ford	0	0	0
1	Reserve	Pumper	1954	Seagraves	1000	400	35 ft.
2	Reserve	Pumper	1959	Ford by Van Pelt	1000	400	35 ft.
7	Reserve	Hose Tender Pumper	1949	Mack	1000	500	24 ft.

*Changes since January 1975, Gage-Babcock Study sponsored by LAFCO.

**Not included in Gage-Babcock Study, January, 1975.

An adequate and reliable source of water, of course, is an important aspect of fire protection. The following table gives a comparison of the amount available (in gallons per minute at 20 psi residual pressure) in the water system to what is "required" in regard to loss potential. The amounts noted in the column headed "required" are the maximum (no deficiency) water demand or "fire flows" estimated by Gage-Babcock & Associates to be necessary to control or confine fires to the area of origin, in excess of normal water system demands. The available figures are results of water flow tests conducted by the I.S.O. or conducted by the local fire or water service.

TABLE 42

WATER SUPPLY SYSTEM FIRE FLOWS

Location	Required [a] GPM @ 20 psi	Available GPM @ 20 psi
Park Plaza Drive & So. Mayfair	4,000*	8,400
Southgate & Callan	4,500*	5,500
Carlton & Southgate	3,500*	11,600
Geneva & Pasadena	6,000	7,000
Mission & Hillcrest	6,000	6,200
Evergreen & Mission	5,000	4,000
Junipero Serra & Knowles	7,000	2,400
Junipero Serra & 87th	5,000	1,700+
Bayshore - North of Geneva	6,000*	3,700
Bismark & Peter	4,000	2,200+
Santa Barbara & Knowles	4,000	2,500
Poncetta Drive & Alemany	4,000	5,600

---

[a] "Required" fire flows estimated by Gage-Babcock
* Automatic sprinkler protection
\+ Additional available from other systems

SOURCE: Gage-Babcock, Inc., Report on Fire Protection Study for San Mateo County, 1975

As stated by Gage-Babcock, these tests indicated where improvements could be made. "As a rule, areas with less than half of the required should be assigned priorities for improvements."[42/] As shown above, the available water supply at the Junipero Serra and 87th Street location, which is the closest location to Broadmoor tested, looks somewhat low, but it does have additional water available from other systems. Daly City has informed LAFCo staff that the three areas identified as having inadequate water mains are scheduled for replacement.

Per capita operating expenditures for fire services in Daly City increased 34 percent between 1973-74 and 1977-78. The yearly breakdown of operating expenditures since 1973-74 is shown in Table 43, page VII-41.

At the present time, the City has mutual aid agreements with all cities in San Mateo County, as well as through the Emergency Services Act with all cities in the State of California. The City also has automatic aid agreements with specified areas of South San Francisco and the City and County of San Francisco. The general philosophy of the City has been that regardless of the area, unincorporated or incorporated, the City will respond and fight a fire.

TABLE 43

TOTAL OPERATING EXPENDITURES FOR FIRE SERVICES

DALY CITY, 1973/74 - 1977/78

	1973/74	1974/75	1975/76	1976/77	1977/78
Salaries & Wages	$1,218,280	$1,351,263	$1,536,777	$1,599,326	$1,719,681
Employee Benefits	492,577	419,538	491,769	511,784	547,097
Services & Supplies	103,230	87,537	133,265	125,546	140,456
Other Expenses	---	---	---	2,498	3,796
Total Operating Expenses	$1,814,087	$1,858,338	$2,161,811	$2,239,154	$2,551,486
Fixed Assets *	36,099	23,849	43,118	52,102	73,443
Total Expenses	$1,850,186	$1,882,187	$2,204,929	$2,291,256	$2,624,929
Per Capita Operating Expenses	$25.80	$25.63	$29.82	$30.37	$34.62

* Includes Revenue Sharing Expenses

SOURCE: 1972, 1974 LAFCo Fire Service Organizations Questionnaires
Daly City Finance Office.

As indicated by the following Table, there is a total of 87 approved 1978/79 city-funded positions in the fire department.

CURRENTLY AUTHORIZED POSITIONS

Number of Positions

Approved 1978-79	
1	Fire Chief
1	Assistant Fire Chief
4	Battalion Chief
1	Fire Marshal
1	Fire Training Officer
16	Fire Captain
3	Fire Lieutenant
1	Fire Inspector
24	Fire Engineer Operator
31	Firefighter
1	Secretary II
3	Fire Dispatcher Clerk
87	

7. Police Protection

The Daly City Police Department employed 140 persons in 1978/79. Ninety-seven of these employees were sworn officers. Police department personnel are summarized as follows:

CURRENTLY AUTHORIZED POSITIONS

Number of Positions 1978-79

AUTHORIZED PERSONNEL	PRESENT PERSONNEL	
1	1	Chief of Police
1	1	Assistant Chief of Police
3	2	Captains
5	6	Lieutenants
11	11	Sergeants
1	1	Three Wheeler Motorcycle Officer

(continued)

AUTHORIZED PERSONNEL	PRESENT PERSONNEL	
75	72	Police Officers
10	10	Dispatchers
1	1	Secretary
7	5	Typist Clerks II
2	2	Typist Clerks I
117	111	
	1	Crime Lab Aide (CETA)
	1	Police Assistant Trainee (CETA)
	24	Crossing Guards
	3	Cadets
TOTAL	140	

The majority of the sworn officers are assigned to the patrol function and the manpower is allocated on three shifts as follows:

First Platoon (11:40pm-8:10am)	Second Platoon (7:40am-4:10pm)	Third Platoon (3:40pm-12:10pm)
1 lieutenant	1 captain	1 lieutenant
2 sergeants	1 lieutenant	3 sergeants
1 station supervisor	3 sergeants	1 station supervisor
16 officers	1 station supervisor	20 officers
3 dispatchers	20 officers	3 dispatchers
1 cadet	1 police asst. trainee	1 cadet
	3 dispatchers	
	1 cadet	

The Daly City Police Department uses the North County Pre-Arraignment Detention facility staffed by members of the San Mateo County Sheriff's Department. The Detention facility is located in Daly City's City Hall on 90th Street at Sullivan Avenue. This facility is shared jointly by South San Francisco, Brisbane, Pacifica, Unincorporated portions of North County,

BART and the California Highway Patrol. Since January 1978 the Facility has been leased by the County from Daly City and operated by the County Sheriff's office.

The Daly City Police Department has 1.3 sworn officers per 1000 resident population. Capital improvement projections for the Police Department include a new communications system and portable radio equipment. All vehicle replacement is handled in the Department's operating costs, through annual depreciation and maintenance payments to the Motor Vehicle Fund. The Police Department has one patrol car for every four officers.

There are presently no plans by the City for any major capital improvements (i.e. police substations) for any police protection services.

Police Department expenditures for fiscal years 1973-74 through 1977-78 are shown in Table 42, page VII-45.

Per capita operating expenses for the Daly City Police Department during this five year period increased from $33.10 to $44.82, or 35.4 percent. Salaries and employee benefits for the same period as a percentage of total police expenditures have been approximately 88 percent, while increasing 42.9 percent over the five years.

E. Organizational Structure

The present city organizational structure is indicated in Exhibit 23, page VII-46. A total of 405 full-time employed positions have been approved for 1978/79 by the City Council as shown in Table 45, page VII-47.

TABLE 44

POLICE DEPARTMENT EXPENDITURES, 1973/74 - 1977/78

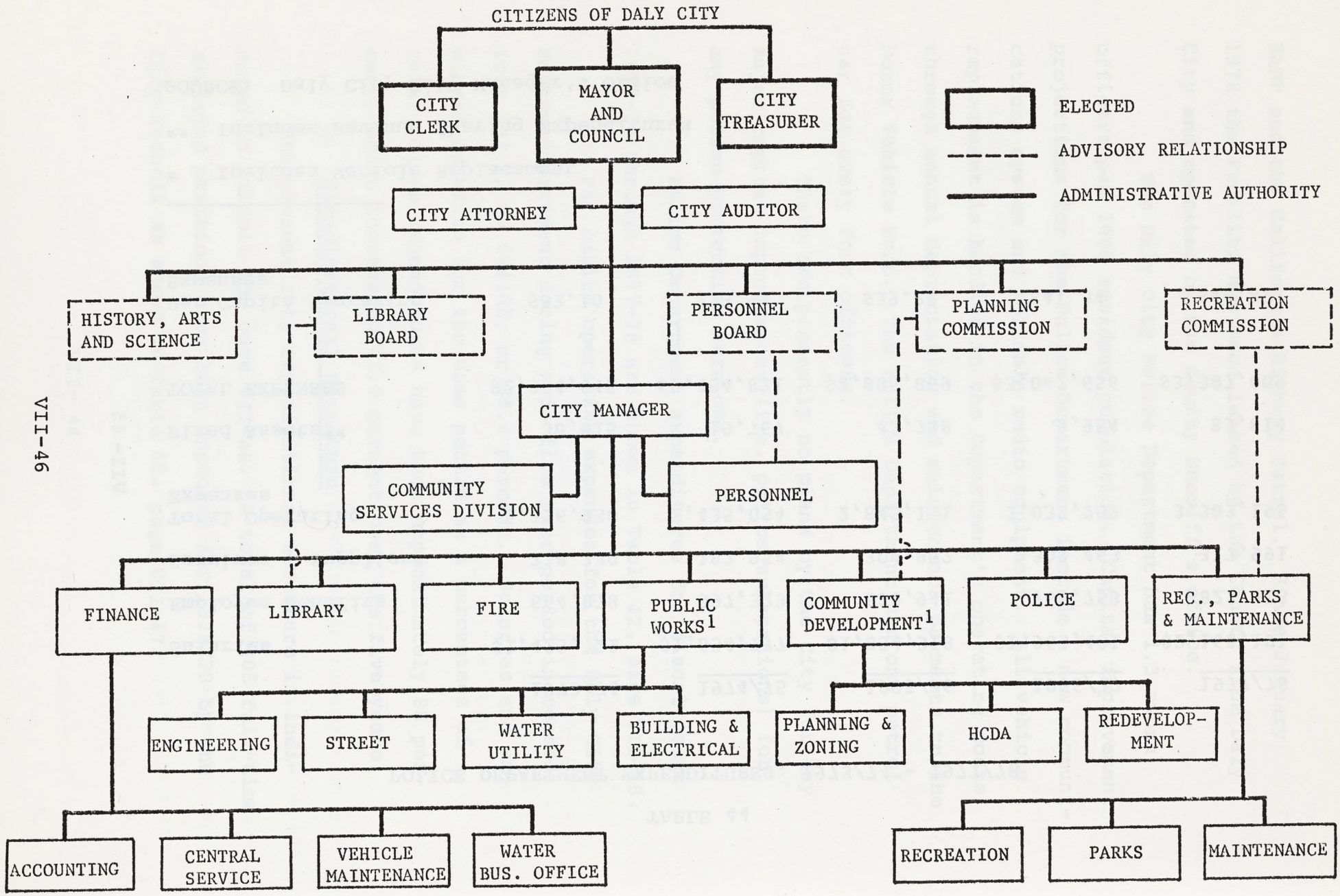
	1973/74	1974/75	1975/76	1976/77	1977/78
Salaries	$1,423,722	$1,654,777	$1,834,318	$1,963,481	$2,163,191
Employee Benefits	664,878	597,323	698,941	765,758	822,013
Services & Supplies*	238,330	182,954	304,872	309,463	317,991
Total Operating Expenses	2,326,930	2,435,054	2,843,131	3,038,702	3,303,195
Fixed Assets**	38,015	19,767	43,738	3,954	83,814
TOTAL EXPENSES	$2,364,945	$2,454,821	$2,886,869	$3,042,656	$3,387,009
Per Capita Operating Expenses	$33.10	$33.59	$39.22	$41.34	$44.82

* Includes Vehicle Replacement

** Includes Revenue Sharing Expenditures

SOURCE: Daly City City Manager's Office

ORGANIZATIONAL STRUCTURE



1 For budgeting purposes the Community Development and Public Works Departments have been consolidated.

TABLE 45

CITY OF DALY CITY

BUDGETED POSITIONS SUMMARY

	1978-79
CITY COUNCIL	5
CITY TREASURER	1
CITY CLERK & PBX	6
CITY ATTORNEY	2
CITY MANAGER	4
PERSONNEL	3
FINANCE - FINANCE DIVISION	11
FINANCE - UTILITY BILLING	10
FINANCE - CENTRAL SERVICE	2
FINANCE - MOTOR VEHICLE	9
LIBRARY	20
RPM-ADMINISTRATION	3
RPM-RECREATION	5
RPM-PARKS	15
RPM-MAINTENANCE	18
CON-PW-CD--ADMINISTRATION	2
PLANNING & ZONING	3
HCDA-ADMINISTRATION	2
HCDA-REHABILITATION	3
REDEVELOPMENT	2
ENGINEERING	8
BUILDING REGULATION	5
ELECTRICAL	7
STREETS	18
WATER DIVISION	26
POLICE DEPARTMENT	117
FIRE DEPARTMENT	87
	394
COMMUNITY SERVICE CENTER	5
	399
NEIGHBORHOOD FAMILY PROJECT	6
	405

F. Finances

Total revenue, expenditure and assessed valuation information for Daly City is shown in Table 46, page VII-49, for the fiscal years 1974/75 through 1978/79. Total operating costs have increased $3,762,860, or 37 percent during this 1974/75 - 1978/79 period, while the total assessed valuation for the City during the same time period has increased over $102.5 million, or 54 percent.

The city has an insignificant amount of debt and continues to be in a healthy financial position.

G. Political Participation

The City Council of Daly City is composed of five elected members. Members of the City Council are elected for four-year terms. Council members are paid $354.37 per month. In addition, the mayor receives a car allowance of $145 per month, but is not eligible for a mileage reimbursement. The present City Council is as follows:

William J. Schumacher, Mayor
160 Werner Avenue
Daly City, California
Occupation: Attorney
Term expires: March, 1982

Victor G. Kyriakis
80 Cliffside Drive
Daly City, California
Occupation: Attorney
Term expires: March, 1982

Anthony A. Giammona
159 Santa Paula Drive
Daly City, California
Occupation: High School Teacher
Term expires: March, 1980

(See page VI-51 for remainder of Council Members)

TABLE 46

CITY BUDGET INFORMATION

Actual and Estimated Expenditures

	1974-75	1975-76	1976-77	1977-78	Estimated 1978-79
Salaries	5,270,124	6,334,912	6,600,819	7,801,216	6,794,743
Employee Benefits	979,676	1,260,086	1,540,045	1,849,115	1,925,574
Services & Supplies	1,485,945	1,714,111	2,053,072	2,021,216	2,139,597
Other	275,619	795,899	1,321,816	862,304	914,310
Sub-Total Operating Expenses	8,011,364	10,105,008	11,515,752	12,533,851	11,774,224
Capital Outlays	2,353,768	1,608,628	1,375,174	2,553,187	2,259,145
Bond Redemption	19,000	15,000	20,000	23,500	27,000
TOTAL EXPENSE	10,084,132	11,728,636	12,910,926	15,110,538	14,060,369
Revenues					
Property Taxes	3,139,332	3,252,221	3,657,682	4,493,925	2,282,400
Sales Taxes	1,950,774	2,226,551	2,516,991	3,042,416	3,000,000
Other Taxes	440,381	544,590	614,229	615,608	530,000
Sub-Total	5,530,487	6,023,362	6,788,902	8,151,949	5,812,400
Licenses & Permits	102,353	163,681	158,444	127,166	139,000
Interest	499,414	376,063	309,363	379,044	246,000
Revenue from Other Agencies	3,105,988	3,571,682	3,987,928	6,049,444	4,498,088
Other Revenue	837,335	1,933,031	2,463,990	1,558,228	1,873,416
TOTAL REVENUES	10,075,577	12,067,819	13,708,627	16,265,801	12,568,904
Year End Fund Balances					
General Fund	827,862	526,376	473,406	1,057,003	1,578,826
Other	2,116,605	2,607,192	3,049,872	3,506,921	1,493,633
TOTAL	2,944,067	3,133,568	3,523,278	4,563,924	3,072,459

SOURCE: City of Daly City

BONDED INDEBTEDNESS

Daly City has two outstanding bonds:

Date of Issue	Expiration	Type	Amount Outstanding
1949 Recreation Bonds	1/1/1981	General Obligation Bonds	$51,000
1953 Fire Bonds	7/1/1982	General Obligation Bonds	50,000

ASSESSED VALUATION

	1974-75	1975-76	1976-77	1977-78	Estimated* 1978-79
Secured Roll	148,838,913	155,921,130	164,063,945	254,371,552	240,038,491
Unsecured Roll	8,494,636	9,593,226	10,552,348	11,893,578	13,314,774
State Utility Roll	7,756,180	7,728,310	8,383,880	9,789,080	10,167,010
Total**	191,635,582	200,227,238	210,660,156	304,558,286	294,204,181
Property Tax Rate	1.90	1.89	1.99	1.62	N/A

*September, 1978

**Breakdown does not add to total, because it does not include business and home-owners exemptions.

Source: San Mateo County Controller, Tax Rate and Valuation Books

Albert M. Teglia
35 Garibaldi Street
Daly City, California
Occupation: Superintendent of Building and Grounds
Term expires: March, 1980

James Tucker
173 Miranda Drive
Daly City, California
Occupation: Probation Officer
Term expires: March, 1982

City Council meetings are held twice a month in the City Council Chambers located in City Hall, 333 - 90th Street. Official Council meetings are held the second and fourth Monday nights of each month; Study Sessions are frequently held on alternate Monday nights (First and third). Official meetings are noticed by posting notices in public buildings.

Special City reports widely distributed during the past two years include City Budgets, Annual Financial Reports, and the various Department's Annual Departmental Reports.

All of these reports were available upon request at the Community Development Department or from the City Clerk. Those still in print and the approved Plan are still available. Copies of all City public documents and plan preparation documents are on file for public reference at the City Library.

Average public attendance depends upon the group meeting and the issue under discussion. Average attendance at City Council meetings is 25; however, this number can go as high as several hundred. As with other City commission meetings attendance depends upon the local importance of the topic under discussion. Most Daly City residents are members of one of five

district homeowners associations. These associations participate actively in City government when they identify proposals and actions which they feel will affect their association members and/or the quality of life in the City.

H. Analysis

On February 28, 1973, the San Mateo Local Agency Formation Commission adopted Resolution 394, assigning Areas F and S (i.e., Reservoir Hill and the area immediately northeast) as designated by Development Research Associates/Eckbo, Dean, Austin and Williams in their report entitled "Visitacion Rancho Sphere of Influence Study" to the sphere of influence of the City of Daly City. The resolution further stated that "prior to submission to this Commission of any annexation proposals for Areas F and S, Daly City shall fulfill certain conditions."

On March 24, 1976, the San Mateo Local Agency Formation Commission adopted Resolution No. 475A designating a sphere of influence for the City of Daly City. In this resolution, Daly City's sphere of influence was defined as follows:

> "a. Daly City - A sphere of influence and a coterminous urban service area which would include the Broadmoor-unincorporated Colma area, the three golf courses, the unincorporated Southern Hills area, and all other lands presently within the Daly City boundary."

The Knox-Nisbet Act, Government Code Sections 54774, states that "The Commission shall periodically review and update the spheres of influence developed and determined by them". This section of the report represents an effort by

staff to comply with this mandate with regard to Daly City's sphere of influence and in particular to that portion of the City that is contiguous to the unincorporated portion of San Bruno Mountain called the Northeast Ridge. This portion of Daly City, known as the Bayshore Neighborhood, falls within the "community of interest" of the area included in this sphere of influence study as shown in Exhibit 1, page I-5. A "community of interest" is an area where common or interrelated economic, environmental, geographical and social interests can be shown.

1. Bayshore Neighborhood

The Bayshore Neighborhood, identified in Exhibit 24, page VII-55, is located in the northeast corner of Daly City. It is bordered by the City of Brisbane to the east, the City and County of San Francisco to the north and the Northeast Ridge and Saddle areas of San Bruno Mountain to the south. The Neighborhood is, in effect, an extension of the adjoining neighborhood in San Francisco.

a. History and General Background[43/]

The Bayshore Neighborhood, now part of Daly City, was part of the Visitacion Rancho that was conferred upon Jacob Leese in 1841. In 1859, Henry Schwerin, a German baker, bought several hundred acres south of the present day street known as Geneva Avenue. Attempts to subdivide the area began in 1868 and continued on a piece-meal basis until December 28, 1932 when an irregular portion of the population area was incorporated as Bayshore City with Robert J. Hatch as mayor.

Bayshore City was a unique place with a race track as its chief attraction and dog racing as its chief industry. Besides providing the largest payroll, the race track paid most of the taxes and became the chief booster of the miniature city. However, there came a day in 1939 when the attorney general of California ruled that dog racing was illegal. The track shut down, the dogs left, and the residents found themselves with a city government to support from a small tax base. Under the leadership of

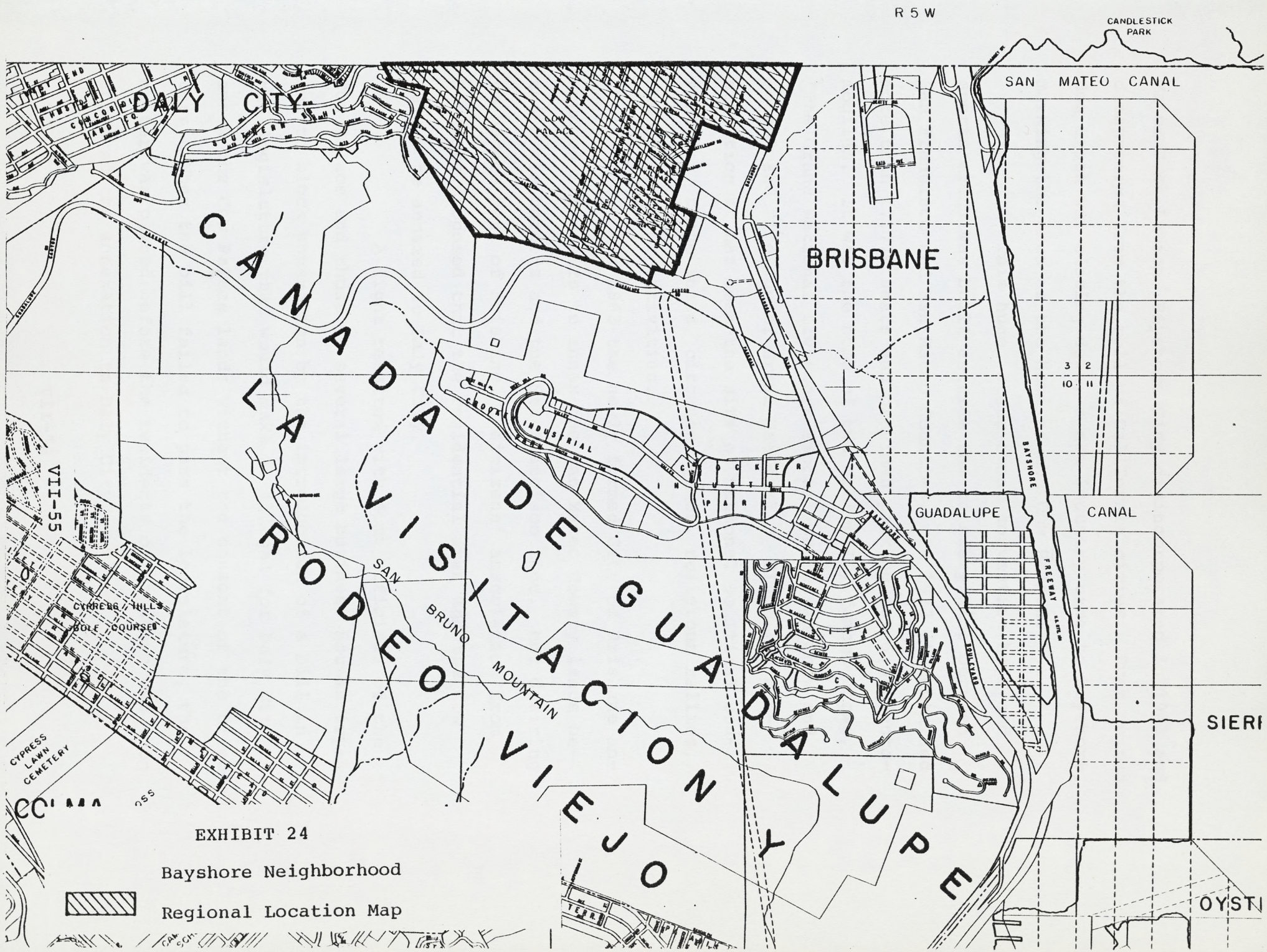
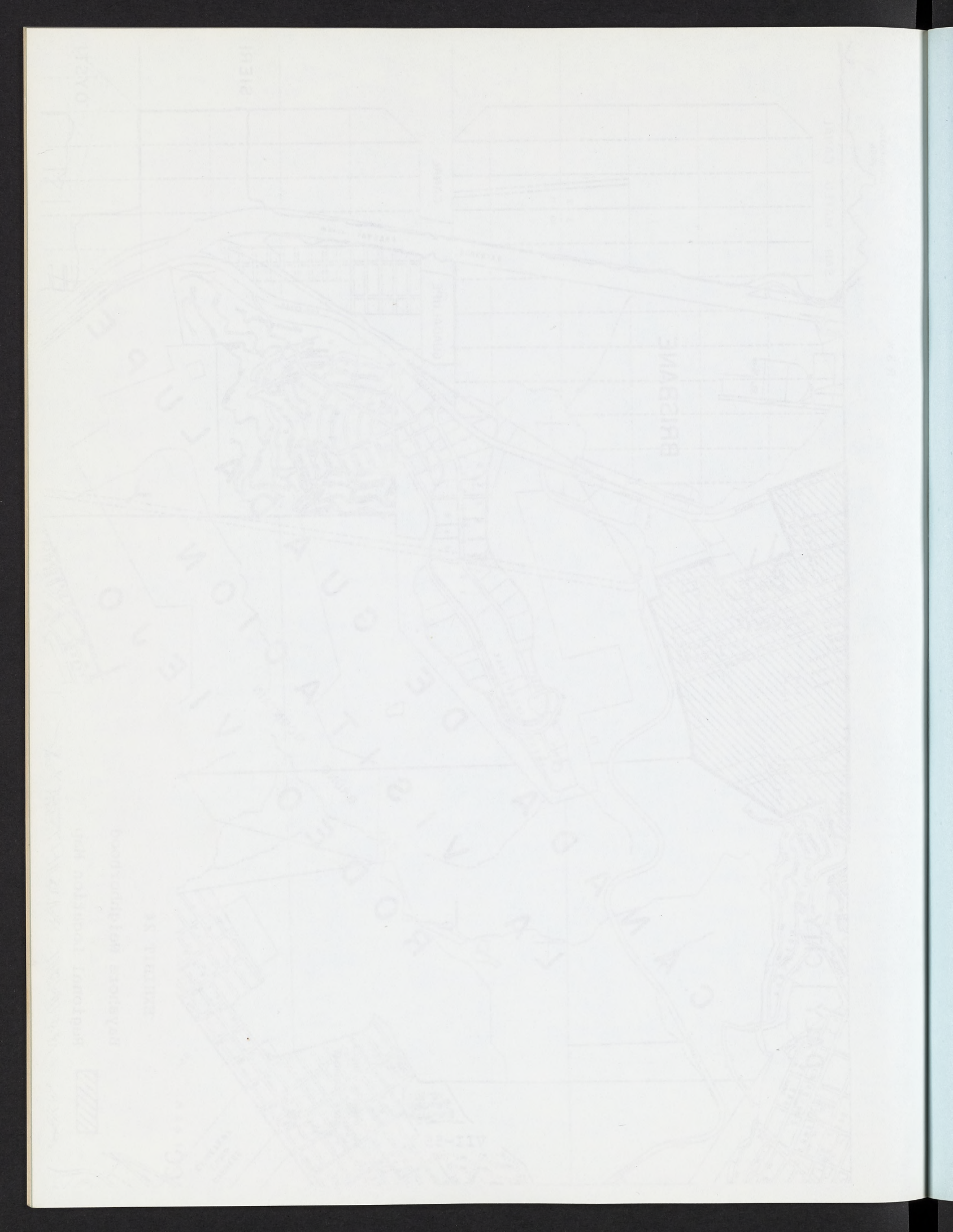


EXHIBIT 24

Bayshore Neighborhood

Regional Location Map



Mayor John Lawson, Bayshore City disincorporated in 1941 and disappeared from the roll of California cities. Even as the dog track was closing down, a new industry came to Bayshore, marking the area as the home of the Cow Palace.

This huge, state-owned convention hall and sports arena was built astride the boundary line between San Francisco and San Mateo Counties. In 1973 it contained more than 17,770 seats and provided parking for 6,500 automobiles. It was the home of two nationally famous shows, "The Grand National Livestock Exposition, Horse Show and Rodeo" and "The Junior Grand National." Since its construction it has been the site of national political conventions, trade shows, circuses, games, religious rallies, and other major activities.

In 1963 the newly formed City of Brisbane announced its desire to annex the San Mateo County lands between its borders and the San Francisco line. Not desiring to become part of Brisbane, a citizens' association from Bayshore proposed that the residential area and the Cow Palace be annexed to Daly City.

A fight resulted with some officials of the Cow Palace and those of several large business houses trying to block annexation by the introduction of a bill in the legislature that would make it illegal for Daly City to annex the Cow Palace lands without the consent of the directors. When the bill failed to pass the legislature, the matter was placed before the residents of Bayshore who soon approved the annexation to Daly City.

b. Land Use

The Bayshore Neighborhood has a mixed cross-section of land uses. The Cow Palace is the most prominent feature of the area. The 83.4 acre site houses the large main arena building, adjoining exhibit buildings, livestock storage facilities and parking lots. It is owned by the State of California and operated by the No. 1-A District Agricultural Association.

The small residential area--several blocks of older homes and a county operated public housing project (Midway Village) -- is hemmed in by the Cow Palace on the west and by P.G. & E. and railroad properties in Brisbane to the east, with little opportunity for expansion. North of Geneva Avenue, beyond a narrow band of mixed residential and commercial uses, several manufacturing plants further circle the neighborhood. The only contiguous residential area is the Geneva Terrace townhouses and apartment project, north of the Cow Palace in San Francisco. The remainder of the land use in the Bayshore Neighborhood is a combination of schools, a church and other public and civic facilities and vacant agricultural land presently being used to accommodate Cow Palace livestock.

c. Social Systems

(1) Demographic Employment and Housing Comparisons

The Bayshore Neighborhood of Daly City falls predominantly within Census Tract 6002 as defined by the San Mateo County Planning Division. (See Exhibit 22, page VII-11). A portion of the Neighborhood also falls within Census Tract 6003.

However, a recent windshield survey by LAFCo staff indicates that the portion of the Neighborhood within Census Tract 6003 is mostly vacant and sparsely inhabited. The population of the area according to the 1970 census is 3,308. This is approximately 4.5 percent of Daly City's population and 110 percent of Brisbane's population.

A comparison of income information in 1970 between the Bayshore Neighborhood, Daly City and Brisbane is as follows:

TABLE 47

Area	Median Family Income	Percent of Family Income Greater than $15,000	Percent of White Collar Occupations
Bayshore Neighborhood (Census Tract 6002)	$ 7,753	11.9	32.3
Daly City	$12,081	29.1	58.3
Brisbane	$10,449	17.3	49.4

Source: U.S. Census, 1970

The Bayshore Neighborhood has a significantly lower median family income, $7,753, than Daly City, $12,081, or Brisbane, $10,449. The median is $2,696 lower than Brisbane's and $4,328 lower than Daly City's. The percent of family income in the Neighborhood greater than $15,000 at 11.9 is less than Daly City at 29.1, or Brisbane at 17.3. The percent of white collar workers in the Neighborhood, 32.3, is less than Daly City, 58.3, or Brisbane, 49.4.

A comparison of population by race in 1970 between the Bayshore Neighborhood, Daly City and Brisbane is as follows:

TABLE 48

Area	Total White	Spanish American	Black	American Indian	Japanese Chinese Filipino Hawaiian Korean	Other Races
Bayshore Neighborhood (Census Tract 6002)	68.8	16.4	8.6	1.0	19.2	2.2
Daly City	87.3	18.9	5.0	0.2	6.5	0.9
Brisbane	96.5	21.5	0.3	0.4	2.0	0.7

Source: U.S. Census, 1970

The Bayshore Neighborhood has a higher percentage of Blacks and Orientals, 8.6 and 19.2 consecutively, than Daly City, 5.0 and 6.5 consecutively, or Brisbane 0.3 and 2.0 consecutively. The Spanish American population of the area is lower than either city, as is the White population.

The Bayshore Neighborhood has a lower owner occupancy rate, 43.7 percent, than Daly City, 61.2 percent, or Brisbane, 57.2 percent. The housing vacancy rate in the Neighborhood is 2.6 percent, compared to 2.3 percent in Daly City and 3.8 percent in Brisbane.

A comparison of the household size by type of unit in 1970 for the Bayshore Neighborhood, Daly City and Brisbane is as follows:

TABLE 49

Area	Single Unit	2-4 Units	5+ Units	Mobile Homes
Bayshore Neighborhood (Census Tract 6002)	3.12	3.29	3.08	-
Daly City	3.48	2.54	1.94	1.43
Brisbane	2.85	2.53	1.83	1.92

Source: U.S. Census, 1970

d. Identification of Alternative Spheres of Influence

In identifying the logical alternative sphere of influence designations for the Bayshore Neighborhood several factors or basic determinators were considered. Again, the two most fundamental factors or determinators were: (1) Existing jurisdictional boundaries, and (2) Natural systems, such as watershed drainage, flood plains, etc.

In consideration of the existing jurisdictional boundaries and their relationship to the Bayshore Neighborhood, only two cities, Daly City and Brisbane, are contiguous. The area is currently within Daly City's corporate boundaries. Brisbane has contiguity along Bayshore Boulevard on the Neighborhood's east side.

In consideration of the second fundamental factor, natural systems, we find that from a drainage and topographical standpoint, the area is part of the larger Visitacion Valley, most of which lies in San Francisco. The Valley provides the drainage basin for runoff from the northwesterly slopes of San Bruno Mountain into the City and County of San Francisco.

e. The Range of Services the Agency is Providing or Could Provide

Since both Daly City and Brisbane are general law cities, they are both capable of providing the full range of municipal services authorized under the California statutes. The range of services offered by Daly City is described in Section D, page VII-24, of this chapter. The range of services offered by Brisbane is described in Chapter VI, Section D, page VI-28 , of this study.

f. Projected Service Needs, Alternative Sources and Impacts of the Bayshore Neighborhood

(1) Access

Exhibit 11, page VI-56 , shows the Bayshore Neighborhood and its relationship to the major transportation corridors within the vicinity. As shown, the subject area is located next to the Northeast Ridge of San Bruno Mountain, south of the City and County of San Francisco and west of the City of Brisbane. Access to the area from Daly City is only possible by entering and exiting the City and County of San Francisco by way of Geneva Avenue, or by way of the Guadalupe Canyon Parkway and Bayshore Boulevard through the City of Brisbane. Because Geneva Avenue is heavily used by Cow Palace patrons it often becomes a major barrier and divides the Neighborhood. Access from the City of Brisbane is direct by way of Bayshore Boulevard. The impact from the Bayshore Neighborhood from an access standpoint is definitely

greater on the City of Brisbane than the City of Daly City.

(2) Drainage

In consideration of the second impact, natural systems, we find that from a drainage and topographic standpoint the Bayshore Neighborhood drains predominantly into the City of Brisbane. The steep terrain to the southwest of the Bayshore Neighborhood precludes any drainage towards the remainder of Daly City. In fact, between the Bayshore Neighborhood and the rest of Daly City are elevations in excess of 500 feet. The Neighborhood itself has elevations as low as 50 feet sloping towards the flat tidelands to the east through the City of Brisbane to the San Francisco Bay. One hundred and sixty acres of San Bruno Mountain drain into the Bayshore Neighborhood and subsequently into Brisbane.

(3) Water

The Dimond Public Utility District provides water service to the Bayshore Neighborhood. The District was assigned a "zero sphere of influence" by the Formation Commission in 1976. This sphere of influence assignment is reviewed and updated in Chapter X of this report. The Chapter explains that the City of Brisbane is, in LAFCo staff's opinion, capable of extending water service to the Bayshore Neighborhood. The zero sphere of influence recommendation is reaffirmed, however, the City of Brisbane is recommended as the agency to assume public service responsibilities and functions.

Both the City of Brisbane and the Dimond Public Utility District receive their water from San Francisco's Hetch Hetchy system. This, of course, would continue if the area were annexed to Brisbane. The water lines are already in place and the area is for the most part fully developed. The anticipated revenue from metered water sales would more than offset any additional administrative expenses incurred by the City of Brisbane.

(4) Sewer Service

The Bayshore Sanitary District provides sanitary sewer service to the Bayshore Neighborhood. The District was assigned a "zero sphere of influence" by the Formation Commission in 1976. This sphere of influence assignment is reviewed and updated in Chapter VIII of this report. The Chapter explains that the City of Brisbane is, in LAFCo staff's opinion, capable of extending sewer service to the Bayshore Neighborhood. The zero sphere of influence recommendation is reaffirmed, however the City of Brisbane is recommended as the agency to assume public service responsibilities and functions.

The Bayshore Sanitary District and the City of Brisbane both use the Southeast San Francisco Treatment Facility. This would continue if the public service responsibilities and services for the sewer service to the Bayshore Neighborhood was ultimately assumed by the City

of Brisbane. As noted in the Bayshore Sanitary District Chapter, the City of Brisbane would by assuming jurisdiction of the Bayshore Neighborhood potentially be in a better position to negotiate a more comprehensive contract for sewage treatment with the City and County of San Francisco. Also acting as a single governmental entity, the City may be able to overcome the potential institutional problems that would arise from a joint powers agreement between G.V.M.I.D. and Bayshore Sanitary District by having the responsibility for the operation and management of the proposed wastewater treatment and reclamation project (See Chapter VIII, page VIII-1).

(5) Fire Protection

Daly City currently provides fire protection to the Bayshore Neighborhood from its Geneva Avenue #3 Station. A major fire in the Cow Palace would most probably involve mutual aid with neighboring cities. If the Bayshore Neighborhood is assigned to Brisbane's sphere of influence, and if the area is eventually annexed, Brisbane would probably assume operation of the Geneva Avenue fire station. This would be a cost savings for Daly City. Cost and manpower estimates for this service are shown in this analysis in Subsection h, page VII-74, Financial Impacts.

(6) Police Protection

Police protection to the Bayshore Neighborhood is currently provided by Daly City as one of the Police Department's regular patrols. Policing for special events at the Cow Palace is provided on site by the promoter, except for the Grand National. The number of officers required for each event is jointly agreed upon by the Cow Palace management, the promoter and the Daly City Police Department. The on-site officers are provided by the City Police Department but paid by the promoter. Daly City provides supplimental traffic control and patrol within the Bayshore Neighborhood as required by using on duty officers. A cost and manpower estimate to provide police services to the Bayshore Neighborhood is shown in this analysis in Subsection h, page VII-75, Financial Impacts.

(7) Transportation-Circulation

From a transportation-circulation standpoint, the City of Brisbane is impacted because the only direct access from San Mateo County to the Bayshore Neighborhood is through Brisbane. Further, the circulation of the area impacts the City of Brisbane as Bayshore Boulevard provides one of the two closest entrances to the Bayshore

Freeway from the Neighborhood. Considerable traffic generated by Cow Palace activities passes through the City of Brisbane on Bayshore Boulevard headed for the Freeway.

(8) Parks and Recreation

The Bayshore Neighborhood currently has two parks, Bayshore and Arden Park. Daly City has plans for two new park areas, a 3.5 acre neighborhood park on part of the redeveloped Midway Village Housing site and a 14-acre community park site on the west side of the Cow Palace. Community facilities including meeting rooms, kitchen, library and a gymnasium planned for this site are badly needed in the Bayshore Neighborhood.

(9) Library

There is one library located in the Bayshore Neighborhood at ~~Accacia and Geneva~~ 2960 Geneva Blvd.

(10) Schools

School District boundaries would not change as a result of annexation.

(11) Noise Impact

From the standpoint of noise impact, neither Brisbane nor Daly City is unduly affected. Daly City is not impacted because the majority of the City is geographically removed from the Neighborhood. Brisbane is not affected because the portion of the City next to the area is uninhabited industrial property. Noise gen-

erated by the industrial area in Brisbane (Southern Pacific Railroad) can be heard in the Bayshore Neighborhood.

(12) Visual Impact

The Bayshore Neighborhood is predominantly developed. Further, the surrounding areas, with the exception of the Northeast Ridge of San Bruno Mountain are predominantly developed. The Mountain, however, presents an imposing view to Bayshore Neighborhood residents. Staff has recommended that the Northeast Ridge be assigned to Brisbane's sphere of influence.

(13) Energy Impact

From an energy efficiency standpoint the Bayshore Neighborhood is closer to Brisbane's City Hall, 2 miles, than it is to Daly City's City Hall, 4 miles. Energy savings would therefore be greater if the area were placed under Brisbane's jurisdiction. Energy efficiency would result in the areas of public safety protection and public works, i.e., maintenance of roads, water and sewer lines, etc.

(14) Public Convenience

City residents have a reason to expect a convenient location for public facilities. Brisbane's City Hall is closer to the Neighborhood than Daly City's City Hall. From a public convenience and accessibility to public officials standpoint, Brisbane rates higher.

g. Analysis

Table 50, page VII-69, presents a matrix which is an attempt by the LAFCo staff to pull together all of the foregoing information relative to the service needs of the subject territory or the impacts on each city, into a consolidated form. The matrix hopefully will serve to highlight specific services or impacts where, in staff's opinion, either Daly City or Brisbane is in a better position to serve the subject property or is most directly impacted by the Bayshore Neighborhood. This matrix includes the projected service needs and impacts considered in the previous section and ranks the ability of the two governmental agencies to provide the service or the degree of impact from the Bayshore Neighborhood. A scale ranging from 1 to 6 has been used to reflect staff's judgment as to the relative ability of each agency to serve the area. The alternative with the highest number of points is considered by staff to be better than the alternative with the lower score. The ranking gives equal weight to each service and impact. Others may choose to give a greater weight to different factors or to assign a different relative ranking to specific services or projected impacts.

TABLE 50

DALY CITY/BRISBANE ABILITY TO PROVIDE NEEDED SERVICES OR DEGREE OF IMPACT RESULTING FROM THE BAYSHORE NEIGHBORHOOD

Scale:
6 = High
4 = Moderate
2 = Low
1 = Very Low

Bayshore Neighborhood

		Daly City	Brisbane	Comments
(1)	Access	1	6	Only access from San Mateo County is through Brisbane
(2)	Drainage	1	6	Predominantly drains towards Brisbane
(3)	Water	2	6	Brisbane could better consolidate Dimond Public and GVMID into its own system
(4)	Sewer Service	2	6	Brisbane could better consolidate Bayshore Sanitary District, GVMID into its own system
(5)	Fire Protection	6	6	Fire station already in area. Brisbane would take it over upon annexation. Cost savings for Daly City.
(6)	Police Protection	2	6	Access favors Brisbane
(7)	Transportation-Circulation	2	4	Affects Brisbane and San Francisco
(8)	Parks and Recreation	4	4	Area is in need of park and recreation facilities
(9)	Library	4	4	Area has small branch library
(10)	Schools	6	6	Not affected by annexation
(11)	Noise Impact	1	2	Impacts Brisbane
(12)	Visual Impact	1	2	Impacts Brisbane

(continued)

	Daly City	Brisbane	Comments
(13) Energy Impact	2	6	Closer to Brisbane City Hall, police and other public services
(14) Public Convenience	2	6	Closer to Brisbane City Hall, and facilities
TOTAL SCORE	36	70	
POSSIBLE SCORE	84	84	

The matrix indicates that, in staff's opinion the City of Brisbane on balance is the most logical city to provide municipal services to the Bayshore Neighborhood. Out of a possible score of 84, Brisbane received a total score of 70, as compared to 36 for Daly City.

h. Financial Impacts

The section of this study entitled "Impact of Proposition 13," explains the potential effect of the Initiative on service levels and future service areas. When assigning spheres of influence to any area, the impacts of Proposition 13 and AB 8 must be considered.

(1) Revenues

The total property tax revenue generated from the Bayshore Neighborhood, using the Proposition 13 limit of $4.00 per $100 of assessed valuation and the 1978-79 assessed valuation of $10,536,036 would be $421,441 per year. The San Mateo County Controller's Office has devised factors based on the Proposition 13/SB 154 apportionment of the General Tax Rate for all taxing entities within the County. Based on Daly City's factor of .015343384 and the area's assessed value, the City should collect about $6,466 per year in property tax revenue from the Bayshore Neighborhood. (Please note that the Cow Palace is exempt from property taxation.) The actual amount is probably less, however, due to delinquencies.

The League of California Cities has devised formulae from property tax exchanges for proceedings where there is a county-city exchange and where there is a special district-city exchange. No formula has been devised for proceedings involving an exchange of property between cities. However, the exchange, as pointed out previously, according to AB 8 is a matter for negotiation.

The reorganization of the Bayshore Neighborhood would eventually involve the dissolution of the Dimond Public Utility District and the Bayshore Sanitary District and the assumption of their functions by Brisbane (See Chapters VIII and X). The League's property tax exchange formula for special district-city exchanges would result in all property taxes currently received by those districts becoming a revenue to the city that assumes the districts' services. The Dimond Public Utility District receives no property tax revenue, however, the City of Brisbane would receive $45,502 if the services of the Bayshore Sanitary District are assumed by that city.

In addition to the property taxes generated by the Bayshore Neighborhood, sales tax revenue is also derived from retail sales within the area. Approximately 1 percent of sales tax revenues accrue to the city in which the sale occurs. LAFCo staff, in cooperation with

the State Board of Equalization, has determined the amount of sales tax that will be generated by the Bayshore Neighborhood for a period of 12 months ending December 31, 1979. The net amount of sales tax revenue would be as follows:

Local Sales and Use Taxes

1.	Estimated local sales taxes in 12 months ended 3/31/79	75,548
2.	Estimated percentage change in tax between date shown above and 12 months ended 12/30/79	20%
3.	Estimated tax during 12 months ended 12/31/79	90,658
4.	Cost of administration (computed at .82%)	744
5.	Net first full year revenue from a 1% local tax	89,913
6.	Amount (if any) to be shared with the county (5%)	4,496
7.	Anticipated net revenues in the first full year of receipts	85,417

As previously mentioned, if the Gann Initiative passes, sales tax revenues may be reduced. However, the population increase of 110 percent would increase Brisbane's "appropriation limit" by that percent plus the CPI. The Cow Palace is an Agricultural District in two counties, San Mateo and the City and County of San Francisco. The State Legislature has determined that the property and activities within the District are for the most part exempt from local taxation, e.g. property tax, admission tax, parking tax, etc. Daly City currently receives a nominal amount of sales tax revenue from the Cow Palace generated from program sales and food concessions. However, the City does not require sales permits

or business licenses for business enterprises selling retail goods at short duration shows or exhibitions.

Other revenues that are generated by the Bayshore Neighborhood as estimated by the State Board of Equalization on a per capita basis are as follows:

Liquor License Fees	$ 466
Cigarette Tax	11,741
Motor Vehicle In-Lieu Fees	51,142
Gas Tax 2107	15,018
2106	17,830
Highway Carriers In-Lieu	447

In addition to the preceding list of revenues generated by the Bayshore Neighborhood, additional Federal grants would be received by Brisbane because of the population increase. Federal grants are not included in the Gann "appropriations limit". However, they must be considered a one-time windfall revenue. The area is also subject to user fees and charges and licenses and permits.

(2) Expenditures

Because water and sewer services to the Bayshore Neighborhood would be financed by resident user fees and charges, the major expenses associated with servicing the area are in the areas of fire and police. Daly City's

Fire Chief estimated the costs incurred by the City to extend fire protection services to the Bayshore Neighborhood. The City has five fire stations. They are all about evenly staffed and have access to about the same proportion of the available fire fighting equipment and manpower. For these reasons the most effective way of determining the current cost of operating the Bayshore (Geneva Avenue #3) Station is to take 20 percent (one-fifth) of the total costs of operating the Fire Department (1979 dollars).

	1979-80	20%
Operating Budget	$2,356,230*	$471,246
Capital Outlay**	17,125	3,425
Building Maintenance	6,000	1,200
Total	$2,379,355	$475,871

* Includes employee benefits
** Includes equipment replacement fund.

Based on these assumptions it costs $475,871 to provide full-time professional fire service in the Bayshore area equivalent to the level of the entire City (ISO Class 4).

In 1978-79, Daly City's Fire Department had 87 approved positions. Assuming that all five fire stations are evenly staffed the Geneva Avenue #3 station was manned by approximately 17 persons (including administration).

The Daly City Police Department assigns 2.8 officers per day to patrol. They are supported by 1

Sergeant, 1/10 of a Lieutenant, and vehicle costs which include operation, maintenance and replacement on a regular schedule. These costs are itemized below. The total estimated annual cost of providing police service in the Bayshore area is $207,090.

2.8 officers, 24 hrs/day coverage	$122,968
1/Sgt./day	50,780
1/10 Lt./day	17,108
Vehicle costs	11,108
Total	$207,090

Daly City's estimated total 1979-80 fire and police expenditures to service the Bayshore Neighborhood are as follows:

Fire Protection	$475,871
Police Protection	207,090
Total	$682,961

Daly City's per capita fire and police protection based on the 1970 census for the Bayshore Neighborhood (Census Tract 6002) are $206.46.

LAFCo staff, in cooperation with Brisbane's City Manager and Public Safety Chief, has estimated the expenditures that would be involved with extending fire and police protection to the Bayshore Neighborhood if the area is placed within Brisbane's sphere of influence and eventually annexed. It should be noted that the

City of Brisbane has a consolidated Public Safety Department that includes fire and police protection. The Public Safety Director's annual estimate in 1978 dollars is as follows:

Estimated Operating Expense per Public Safety Officer	$30,000
Estimated Increase in Public Safety Officers	X 11 persons
Estimated Operating Expense	$330,000
Capital Outlay, Other Expenses	X 30%
	$ 99,000
TOTAL ESTIMATED PUBLIC SAFETY EXPENSE	$429,000

Estimated Brisbane per capita Public Safety expenditures associated with servicing the Bayshore Neighborhood based on the 1970 census (Tract 6002) would be $129.69. This amount is $76.77 less than the estimated actual cost of Daly City to provide fire and police services to the area.

The staff believes that any deficit incurred by Brisbane in extending services to the Bayshore Neighborhood would be offset by the addition of revenues generating from the Crocker Industrial Park. From the preceding analysis it is apparent to LAFCo staff that the Bayshore Neighborhood of Daly City more appropriately belongs in the City of Brisbane.

i. Recommendation

The staff recommends that Daly City's sphere of influence be amended to exclude the Bayshore Neighborhood as shown in Exhibit 25, Page VII-79. Staff further recommends that the Bayshore Neighborhood be assigned to the sphere of influence of the City of Brisbane.

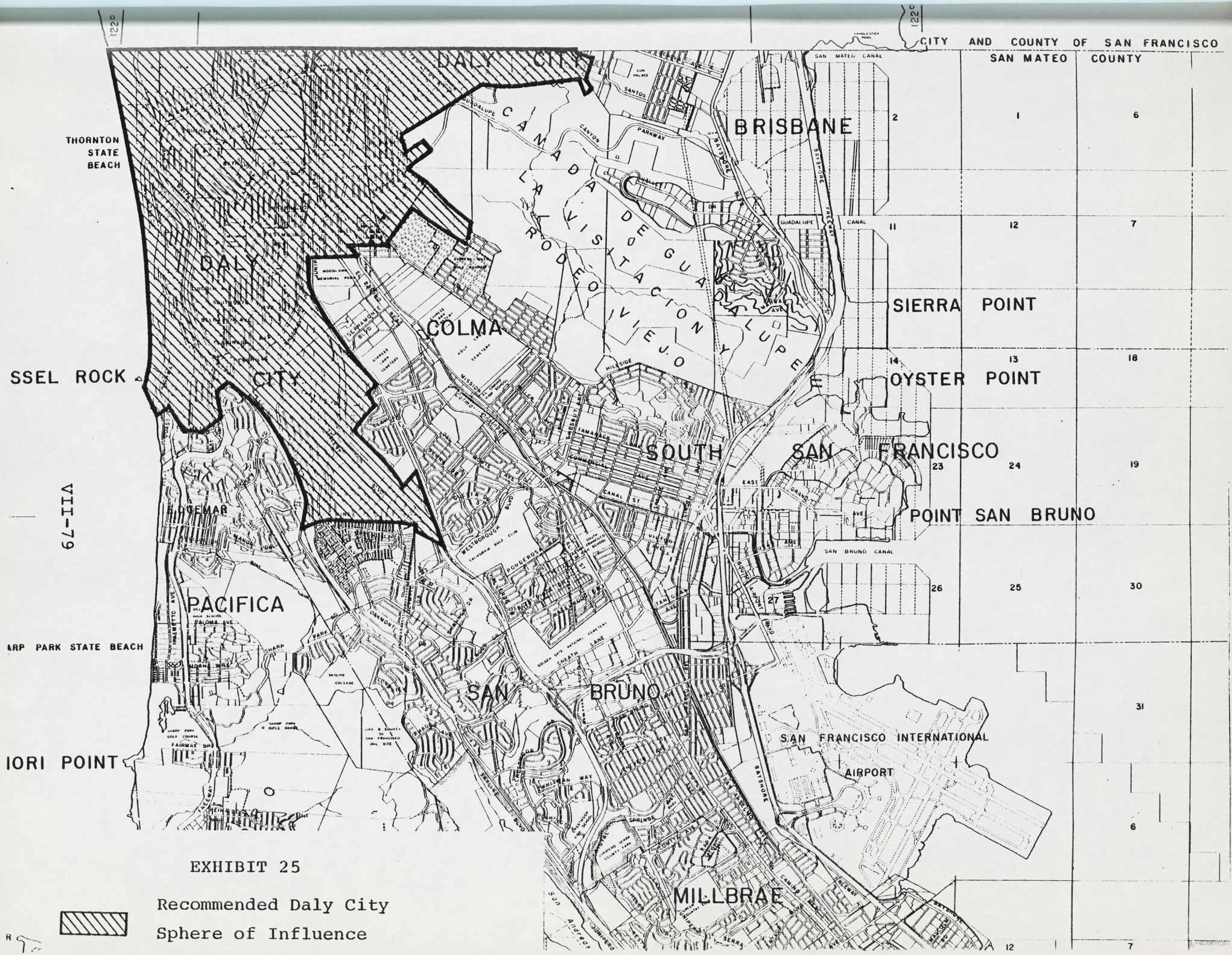
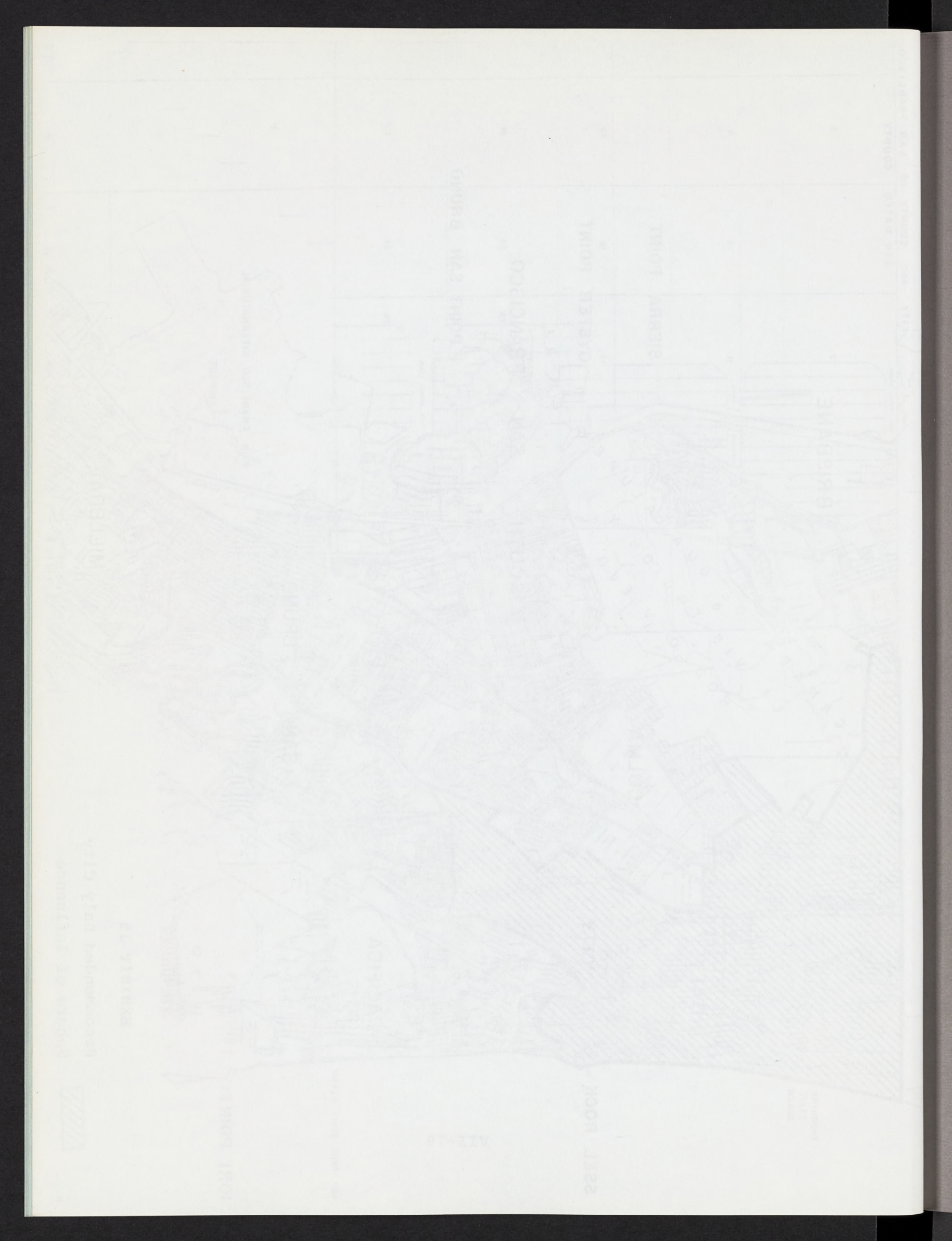


EXHIBIT 25

Recommended Daly City Sphere of Influence



VIII. BAYSHORE SANITARY DISTRICT
(REVIEW AND UPDATE)

VIII. BAYSHORE SANITARY DISTRICT

A. Brief History and General Background

The Bayshore Sanitary District was formed in 1925 by the San Mateo County Board of Supervisors, under the provisions of the 1925 Sanitary District Act. The district presently provides the services of a sewage collection and pumping system.

The powers of the district are specified in the State of California Health and Safety Code, Division 6, Section 6400-6941.9. Exhibit 26, page VIII-2 , shows the existing boundary of the Bayshore Sanitary District. The boundary of the district to the north is delineated by the San Mateo County boundary. To the east the boundary is, in effect, San Francisco Bay. The westerly boundary of the Bayshore Sanitary District abuts the North San Mateo County Sanitation District. The southerly boundary of the district is a relatively arbitrary line which abuts the lands of Visitacion Associates. The existing limits of the district's service area are entirely within the political subdivisions of the cities of Daly City and Brisbane.

The capital required for the construction of the first sewer system in the district was provided in 1926 through the sale of bonds under the authority of the Improvement Act of 1961, all of the sanitary sewage from the district, together with the storm water runoff, discharged directly into San Francisco Bay. Therefore, sanitary sewage discharged into the Bay not only during winter storms (as it

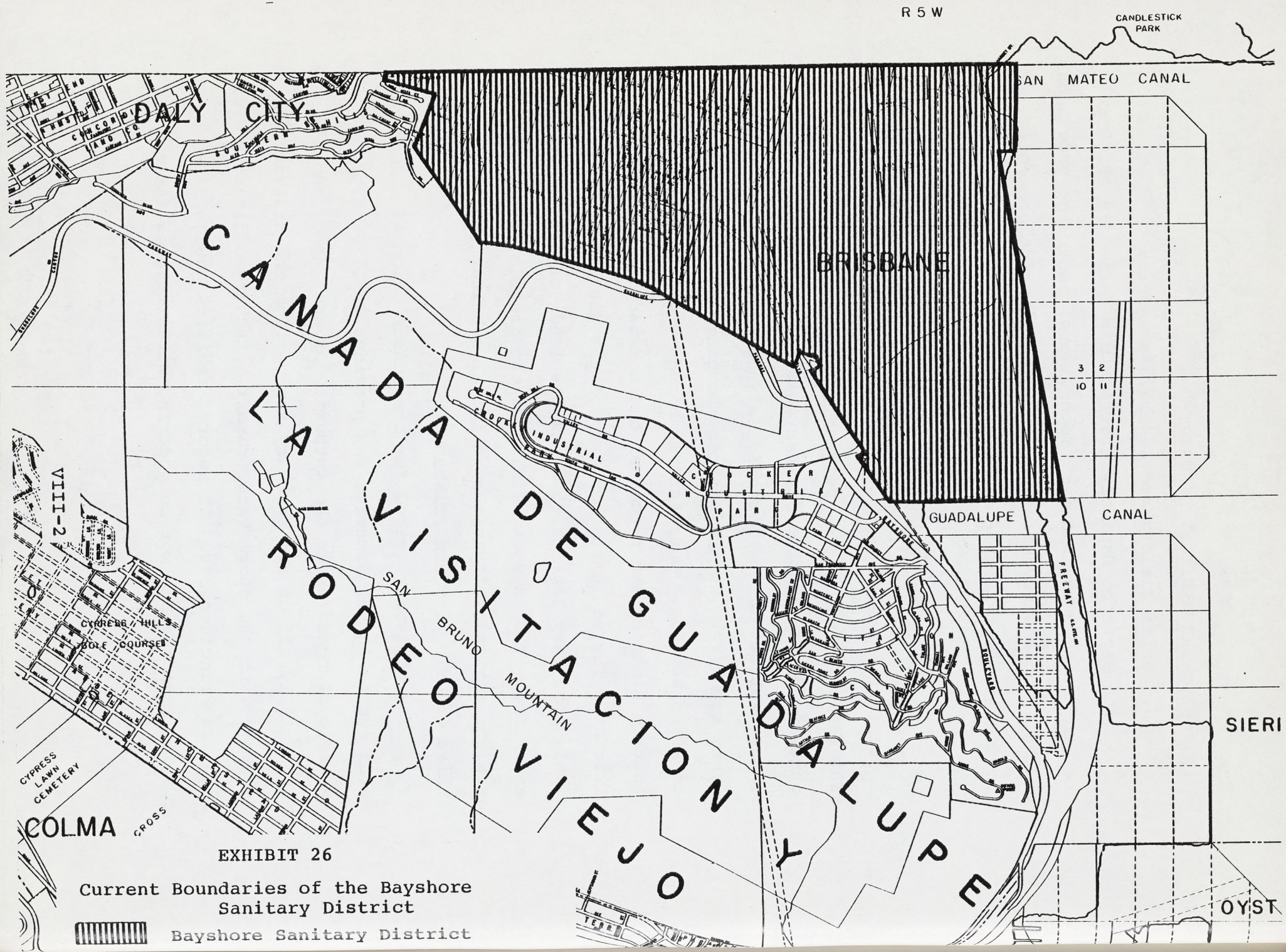


EXHIBIT 26

Current Boundaries of the Bayshore Sanitary District

Bayshore Sanitary District

still does) but also during the summer when no significant storm flow was present. As a result of a cease and desist order from the Regional Water Quality Control Board, a sewage lift station was constructed in 1961. The station is commonly known as the Bayshore Pump Station and is located along Tunnel Avenue. The station pumped its sewage to the San Francisco sewer system through a 21-inch line. Sanitary sewage and storm water was transported from Bayshore Highway to the pump station via an eight-foot brick arch sewer. When storm water and sewage exceeded the capacity of the Bayshore Pump Station it was diverted into the San Francisco Bay.

An in-depth sewage study for the District completed in 1968 recommended that an additional sewage pump station be built by the district which would effectively curtail remaining sewage flow into San Francisco Bay. This sewage pump station was built in 1971 at a cost of $400,000. The station is commonly known as the Carlyle Pump Station and effectively separates storm water and sanitary sewage. The station pumps sewage to the San Francisco sewer system through a 14-inch force main. A 21-inch gravity sewer on Tunnel Avenue collects wastewater from dischargers and transports it to the San Francisco sewer system. (Exhibit 28, page VIII-8) Both the Bayshore Pump Station and the Carlyle Pump Station are within the corporate boundaries of the City of Brisbane.

B. Services

The topography of the district area is characterized by flat tidelands generally from Bayshore Boulevard easterly to the district boundary at the shore of the Bay. The topo-

graphy west of the Bayshore Boulevard ranges from a mildly rising slope to relatively steep terrain adjacent to the southwesterly boundary.

The Bayshore Neighborhood is, as explained in the Daly City Chapter, an extension of the adjoining neighborhood in San Francisco. Access is from Geneva Avenue or Bayshore Boulevard, both of which extend from San Francisco into Daly City and Brisbane. Land uses in the neighborhood are mixed. The small residential area--several blocks of older homes and a county operated public housing project--is hemmed in by the Cow Palace on the west and by P.G. & E. and railroad properties in Brisbane to the east, with little opportunity for expansion. North of Geneva Avenue, beyond a narrow band of mixed residential and commercial uses, several manufacturing plants further circle the nieghborhood. The only contiguous residential area is the Geneva Terrace townhouses and apartment project, north of the Cow Palace in San Francisco.

The Cow Palace is the most prominent feature in the Bayshore neighborhood. The 83.5 acre site houses the large main arena building, adjoining exhibit buildings, livestock storage facilities, and parking lots. It is owned by the State of California and operated by the No. 1-A Dis-

trict Agricultural Association. The San Mateo County Housing Authority operates the Midway Village Project east of Schwein Street. Midway Village has been a major contributor of sewage to the Bayshore Sanitary District.

The Bayshore Sanitary District does not provide treatment for sanitary wastewater, thus the capacities of the system are basically the hydraulic capacity of the collection and pumping system. The district presently owns no equipment except for the two pump stations, the Bayshore Pump Station on Tunnel Road and the Carlyle Pump Station on Industrial Way. The Carlyle Pump Station on Industrial Way is the newest of the two stations, being constructed in 1971. Since construction of this new pump station in 1971-72, the older Bayshore Pump Station has not been used.

The district, over the years, has contracted with the North San Mateo County Sanitation District for maintenance of the district's system and with the City of San Francisco for treatment (southeast treatment plant) and final discharge.

The construction of the Carlyle Pump Station on Industrial Way eliminated some of the following problems:

1. Elimination of the pumping of significant amounts of San Francisco Bay water infiltrating into the pumping station, particularly at high tides.
2. Elimination of pumping combined sanitary and storm flows.

3. Elimination of pumping artesian well contribution.

4. Elimination of pumping contributions from major water users, such as wash down water from the Southern Pacific Company's yards.

The Carlyle Pump Station pumped approximately 186.51 million gallons of wastewater to the San Francisco sewer system in 1978. The average daily flow in 1978 was 0.38 MGD during the months of May through October and the average wet weather flow was 0.80 MGD during January through April. Table 51, page VIII-7, shows the flow per month in 1978. The reason for the increase in flow during the wet weather months (generally November to April) is due to infiltration and inflow into the system.

An Infiltration/Inflow Analysis[44/] for the Bayshore Sanitation District prepared by Resources Engineering and Management in August 1974 and incorporated into the July 1979 Project Report for Wastewater Treatment and Reclamation Project[45/], attributes the infiltration/inflow problem to the 40-year-old collection system, the joint material, unknown storm drainage, and roof drain connections. It is estimated that the rehabilitation cost of the collection system for the Bayshore Sanitary District would be approximately $1,810,600. As defined in the report, infiltration is that portion of the waste stream entering a sewer system from the ground. Inflow is water discharged

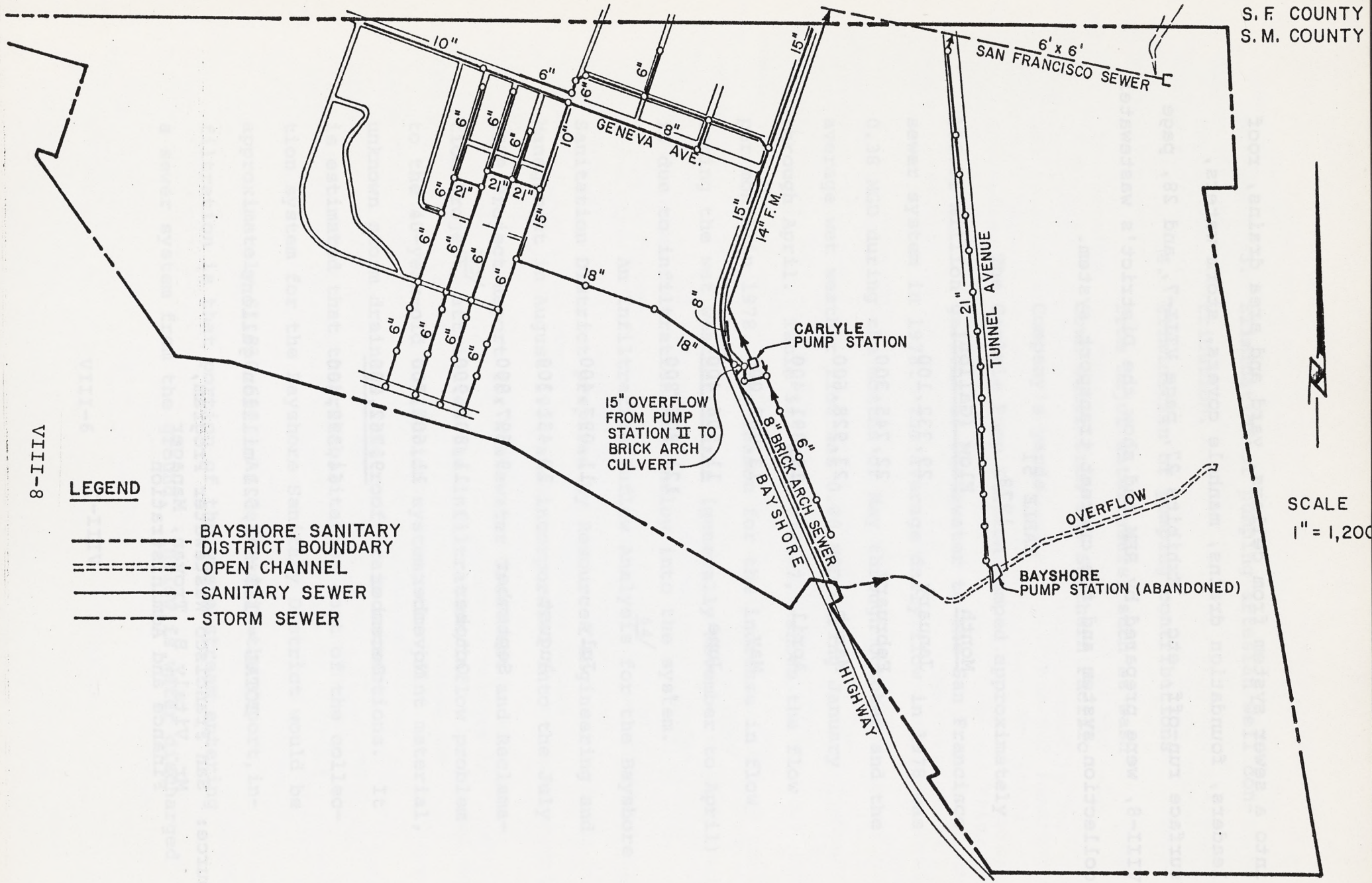
into a sewer system from cellars, yard and area drains, roof leaders, foundation drains, manhole covers, storm waters, surface run-off, etc. Exhibits 27, page VIII-7, and 28, page VIII-8, were prepared by REM and show the District's wastewater collection system and the current transport system.

TABLE 51
1978

Month	Flow (Gallon)
January	29,332,100
February	22,745,300
March	23,928,600
April	19,891,400
May	13,902,000
June	11,506,400
	121,305,800
July	11,097,400
August	10,431,300
September	9,697,900
October	11,800,900
November	11,602,700
December	9,762,200
	64,392,400

TOTAL = 185,991,521 million gallons

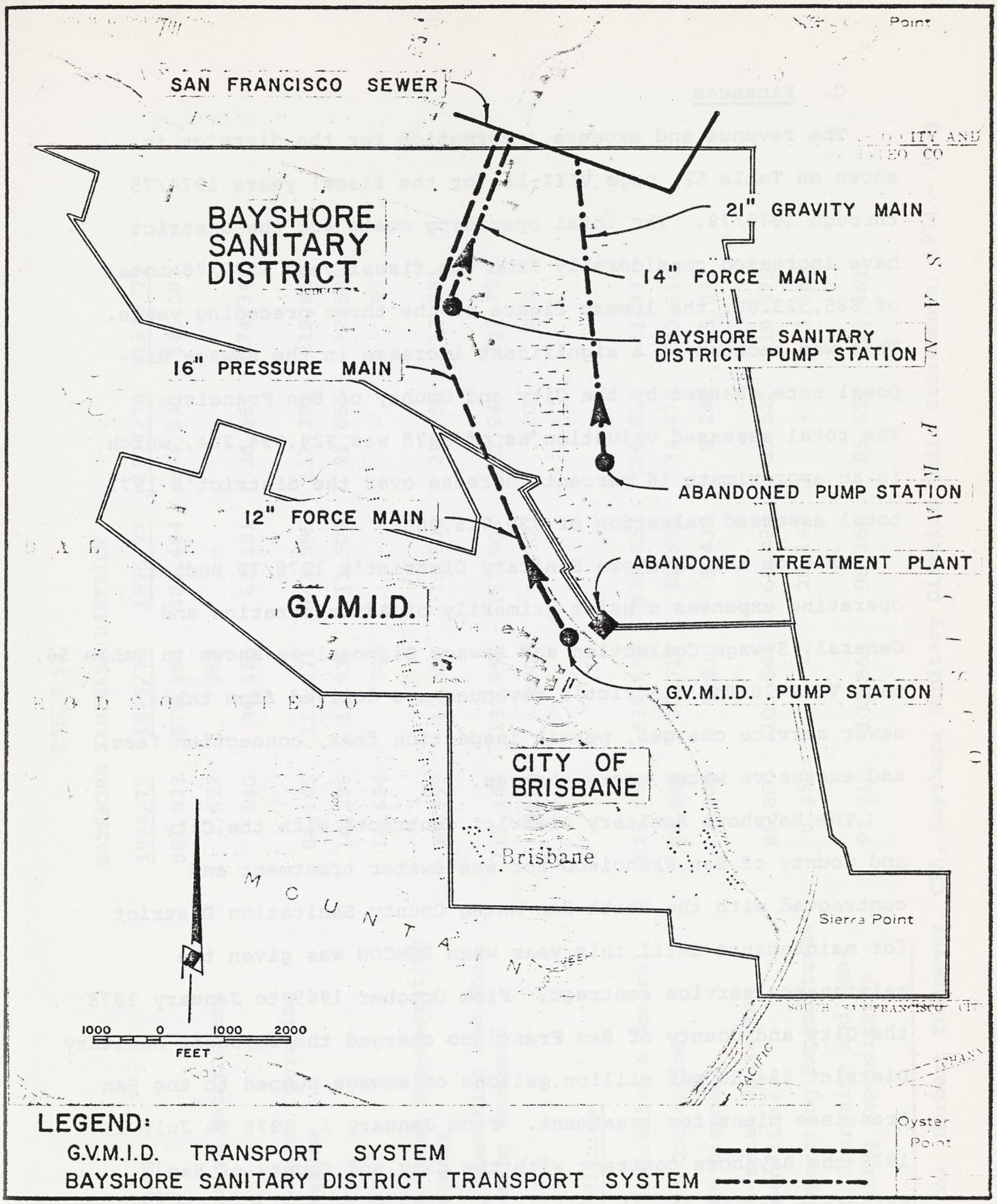
Source: San Francisco Wastewater Program,
Mr. Vitaly B. Troyan, Manager
Finance and Administration



VII-8

BAYSHORE SANITARY DISTRICT
WASTEWATER COLLECTION SYSTEM

Consulting Engineers
Resources Engineering & Management
343 El Camino Real South San Francisco, Ca 94080 Telephone (415) 873-1284



BAYSHORE SANITARY DISTRICT & G.V.M.I.D. CURRENT TRANSPORT SYSTEM

C. Finances

The revenue and expense information for the district is shown on Table 52, page VIII-11, for the fiscal years 1974/75 through 1978/79. The total operating costs for the district have increased considerably from the fiscal year 1977/78 total of $85,523.00, the lowest figure of the three preceding years. This was because of a significant increase in the sewage disposal rate charged by the City and County of San Francisco. The total assessed valuation as of 1978 was $24,994,204, which is an approximate 16 percent increase over the district's 1977 total assessed valuation of $20,915,603.

Based on the Bayshore Sanitary District's 1978/79 Budget, operating expenses consist primarily of Administration and General, Sewage Collection and Sewage Disposal as shown in Table 56, page VIII-20. The district's revenues are derived from taxes, sewer service charges, permit inspection fees, connection fees, and excessive water users charges.

The Bayshore Sanitary District contracts with the City and County of San Francisco for wastewater treatment and contracted with the North San Mateo County Sanitation District for maintenance until this year when REMCON was given the maintenance service contract. From October 1969 to January 1978 the City and County of San Francisco charged the Bayshore Sanitary District $54.00 per million gallons of sewage pumped to the San Francisco plant for treatment. From January 1, 1978 to July 1, 1978 the Bayshore contract with the City and County of San Francisco called for the City to be paid by the district at a

TABLE 52

BAYSHORE SANITARY DISTRICT

Revenues	1974/75	1975/76	1976/77	1977/78	1978/79
Taxes	$81,833	$78,384	$81,404	$74,632	$45,502
Excessive Water Users	1,672	361	-	-	-
Other	640	34,526	62,191	36,661	174,344
Sub-total Operating Revenues	84,145	113,271	143,595	111,293	219,846
Interest	16,375	18,936	13,502	21,655	17,500
Other	14,624	749	-	-	451
Sub-total Non-operating Revenues	30,999	19,685	13,502	21,655	17,951
Total Operating and Non-operating Revenues	115,144	132,956	157,907	132,948	237,797
Tax Rate	.4000	.4000	.4000	.4000	N/A
Expenditures					
Administrative & General	$29,891	$25,698	$30,887	$44,818	51,493
Sewage Collection	46,669	72,714	31,700	32,470	33,510
Sewage Disposal	9,300	7,230	5,438	8,234	125,872
Sub-total Operating Expenditures	85,860	105,642	68,024	85,522	210,875
Non-operating Expenditures	6,350	21	28,142	-	13,586
Total Operating and Non-operating Expenditures	92,210	105,663	96,166	85,522	224,461

Source: Herbert Thelmeyer, CPA, Bayshore Sanitary District Audit Statements, 1974 - 1979

rate of $0.8162 per 100 cubic feet of district's sewage and industrial waste discharged into the sewage system of the City.

It should be noted that the Bayshore Sanitary District, when approving the contractual agreement for sewage treatment with the City and County of San Francisco in March of 1978, authorized the agreement on the basis that the rate would be calculated by the amount of water consumption by residents in the district and not the sewage pump meter flow amounts. This remains in dispute, because the district pays San Francisco based on the amount of water consumed, and in turn San Francisco charges the district based on the amount of metered sewage flow. The residents of San Francisco are, however, charged on the basis of incoming water used by residential customers with adjustments made for lifelines and high outside water users.

Records from the San Francisco Water Program show that for the period of January 1978 through June 1978 the district had 121.3 million gallons treated by the City and County of San Francisco at $.8162 per hundred cubic feet or $1,091.17 per million gallons for a total charge of $132,365.30, as shown in Table 53, page VIII-13.

TABLE 53

Amount of Billings for Treatment of Sewage From the Bayshore Sanitary District for the period January 1, 1978 through June 30, 1978 inclusive by the City and County of San Francisco

Month	Flow (Gallon)	Charges
January	29,332,100	$ 32,006.00
February	22,745,300	24,819.00
March	23,928,600	26,110.30
April	19,891,400	21,705.00
May	13,902,000	15,169.50
June	11,506,400	12,555.50
	121,305,800	$132,365.30

Source: San Francisco Wastewater Program
Mr. Vitaly B. Troyan, Manager,
Finance and Administration

On July 1, 1978 the rate charged by the City and County of San Francisco was changed to $0.6327 per 100 cu. ft. for the first 300 cu. ft. of water consumed and $1.1267 per hundred cu. ft. of water consumed over 300 cu. ft. However, the City and County of San Francisco insists on billing the district by the amount of the pump meter flow readings, as shown in Table 54, page VIII-14.

TABLE 54

Records from the San Francisco Water Program
Show that the Amount of Billings for Treatment of
Sewage from the Bayshore Sanitary District for the
Period July 1, 1978 through December 31, 1978 inclusive
By the City and County of San Francisco

Month	Flow (Gallons)	Charges
July	11,097,400	16,715.82
August	10,431,300	15,712.49
September	9,697,900	14,607.78
October	11,800,900	17,775.50
November	11,602,700	17,476.95
December	9,762,200	14,704.64
	64,392,400	$96,993.18

64.39 million gallons @ $1.1267 per 100 cubic feet ($1,506.28 per million gallons).

Total charge: 96,993.18.

Source: San Francisco Wastewater Program
Mr. Vitaly B. Troyan, Manager,
Finance and Administration

The total 1978 calendar year charge by the City and County of San Francisco for sewage treatment of Bayshore Sanitary District was approximately $229,358.48.

On July 1, 1979 the sewer rates were increased again and Bayshore pays the City and County of San Francisco $0.67 for the first 300 cu. ft. of water consumed and $1.21 per 100 cu. ft. for consumption over 300 cu. ft. The City and County of San Francisco,however,continues to bill Bayshore Sanitary District on the amount of sewage pump meter flow and not on water consumption.

The district's payment based on water consumption was estimated, by the district's consulting engineers, to be $51,105.00 for 61,946 units of water consumed during the period from January 1978 to June 1978. From July 1978 to December 1978 the sewage treatment cost based on water consumption was estimated at $85,287.00 for 75,475 units of water consumed. Thus the total 1978 sewage treatment costs based on water consumption was an estimated $136,392.00.

The difference between the 1978 calendar year charge of $229,358 to the Bayshore Sanitary District by the City and County of San Francisco, based on the sewage pump station meter flow, and the charge paid by the district, based on water consumption of $136,392.00, represents an estimated $92,966.00 cost savings to the district.

It should be noted that the Guadalupe Valley Municipal Improvement District (G.V.M.I.D.) is also charged by the City and County of San Francisco on the basis of wastewater pumping volumes and not water consumption, however, the volume is calculated between April and September, which is primarily a dry weather flow period, and the volume is then doubled for the annual charge. This contractual arrangement is much better than the City and County of San Francisco contract with Bayshore Sanitary District, whose charges are calculated on dry and wet weather flows, which is more costly.

It has been estimated by the San Francisco Wastewater Program that the sewer service charges to Bayshore Sanitary District are expected to be $2.20 per 100 cu. ft.

in 1985, $2.82 per 100 cu. ft. in 1990, $3.79 per 100 cu. ft. in 1995, and $5.23 per cu. ft. in 2000. Thus in 1985 the projected wastewater flow from Bayshore Sanitary District to San Francisco is estimated at 203,000,000 gallons, this multiplied by a projected rate charged by the City and County of San Francisco of $2.20 per 100 cu. ft. will cost the district an estimated $597,000.00. In the year 2000 with an estimated wastewater flow of 232,000,000 gallons multiplied by the projected charge of $5.23 per 100 cu. ft. for sewage treatment the charge to the district will be approximately $1,622,000.00.

The contracted rates for sewage treatment and disposal between the Bayshore Sanitary District and City and County of San Francisco are the district's most significant operating cost. Table 52, page VIII-11, shows revenue and expenditures for fiscal years 1974-75 through 1978-79. It should be noted that total operating costs for the district have increased by 143 percent during the five year period.

Revenues for the Bayshore Sanitary District are derived, as previously mentioned, from taxes, service charges, and various fees. The most significant revenue

source is the district's sewer service charge. This charge was calculated on the previous calendar year water usage. For instance, the sewer service charges for fiscal year 1978-79 are based upon the 1977 calendar year water usage per connection. The San Francisco Water Department, Brisbane Water Department, and Dimond Public Utility District are the sources of water to the Bayshore Sanitary District. The district, until recently setting a new rate, charged during the 1978-79 fiscal year a rate of $1.95 per unit of water (748 gallons/100 cu. ft.) used based on the 1977 calendar year of total water usages. The 1977 calendar year water usage for the Bayshore Sanitary District was 104,935 units (78,491,380 gallons of water) from which the district collected approximately $204,622 in revenue. This amount in revenues when calculated against the amount charged by and payable to the City and County of San Francisco ($229,358.00) shows a difference of approximately $24,736.00.

In June 1979 the Bayshore Sanitary District established a new rate for the fiscal year 1979-80. The formula is based on the water usage for January and February of 1979 which are generally the year's wettest months. The charge to each connection in the district is established by taking the units of water used in January and February 1979, multiplying the units by six (6) and multiplying that total by the new rate of $.95 (per unit). This new rate will decrease the revenues of the district for 1979-80 fiscal year and will cause the district to use its reserves to cover the expenditures. As shown in Table 55, page VIII-19, the district had

$316,067.00 in reserves at the end of the 1977-78 fiscal year. Table 56, page VIII-20, shows that in June 1979 (end of fiscal year 1978-79) the district had $234,814.28 in reserves.

D. Organizational Structure

Until 1967, the Board of Directors of the Bayshore Sanitary District were faced with administering the day-to-day affairs of the district. At that time, the district functioned with a part-time administrative officer to carry out the policies of the Board of Directors. In February 1967, the district entered into a contractual agreement with the North San Mateo County Sanitation District for the purpose of providing routine and corrective maintenance assistance. At this same time, the district entered into a separate agreement with the chief administrative officer and district engineer, Robert Bernicchi, of the North San Mateo County Sanitation District for providing part-time engineering, consulting, and management service.

While Mr. Bernicchi was with the North San Mateo County Sanitation District he organized his own firm, Resources Engineering Management (REM). Bayshore Sanitary District has continued to contract with REM for consulting and management services. The district, as of June 1978, no longer contracts with North San Mateo County Sanitation District for routine and corrective maintenance assistance. They now contract with REMCON, a subsidiary corporation of REM, for maintenance service.

TABLE 55
BAYSHORE SANITARY DISTRICT
Comparison of Budgeted Expenses with Actual
Fiscal Year Ended June 30, 1978

	Budgeted 1977-78	Actual	Surplus
Operating:			
Sewage Collection:			
Depreciation	$35,689.00	$19,234.82	$16,454.18
Gas, Oil & Fuel	750.00	-	750.00
Operating Supplies	500.00	-	500.00
Contractual Services	10,000.00	7,608.72	2,391.28
Prof. & Special Services	4,000.00	-	4,000.00
Repairs & Maintenance	5,000.00	1,803.00	3,197.00
Utilities	3,900.00	3,823.40	76.60
Total Sewage Collection	$59,839.00	$32,469.94	$27,369.06
Sewage Disposal:			
Contractual Services	$125,000.00	$8,235.00	$116,765.00
Administrative & General:			
Employee Benefits	$5,300.00	$4,418.45	$881.55
Director Fees	5,000.00	3,250.00	1,750.00
Secretary Fees	1,800.00	1,800.00	-
Election Expenses	750.00	301.35	448.65
Depreciation	600.00	569.36	30.64
Insurance	16,500.00	1,161.38	15,338.62
Memberships	400.00	315.00	85.00
Office Expense	2,700.00	562.32	2,137.68
Contractual Services	550.00	528.00	22.00
Prof. & Special Services	6,500.00	5,717.84	782.16
Engineering Fees	4,200.00	4,200.00	-
Audit	1,200.00	1,200.00	-
Manager Fee	7,200.00	7,200.00	-
Legal Fees	11,230.00	9,000.00	2,230.00
Printing & Publication	1,570.00	1,272.95	297.05
Repairs & Maintenance	500.00	13.08	486.92
Travel & Meetings	5,000.00	3,179.42	1,820.58
Utilities	250.00	78.67	171.33
Other	500.00	49.20	450.80
Total Administrative & General	$71,750.00	$44,817.02	$26,932.98
Capital Outlay			
Main Street Sewer	$10,000.00	-	$10,000.00
Sewer Rehabilitation	$110,000.00	-	$110,000.00
Total Capital Outlay	$120,000.00		$120,000.00
Total	$376,589.00	$85,521.96	$291,067.04
Contingency	25,000.00	-	25,000.00
GRAND TOTAL	$401,589.00	$85,521.96	$316,067.04

Source: Bayshore Sanitary District Report - June 30, 1978
Herbert R. Thielmeyer, Certified Public Accountant, San Mateo, CA

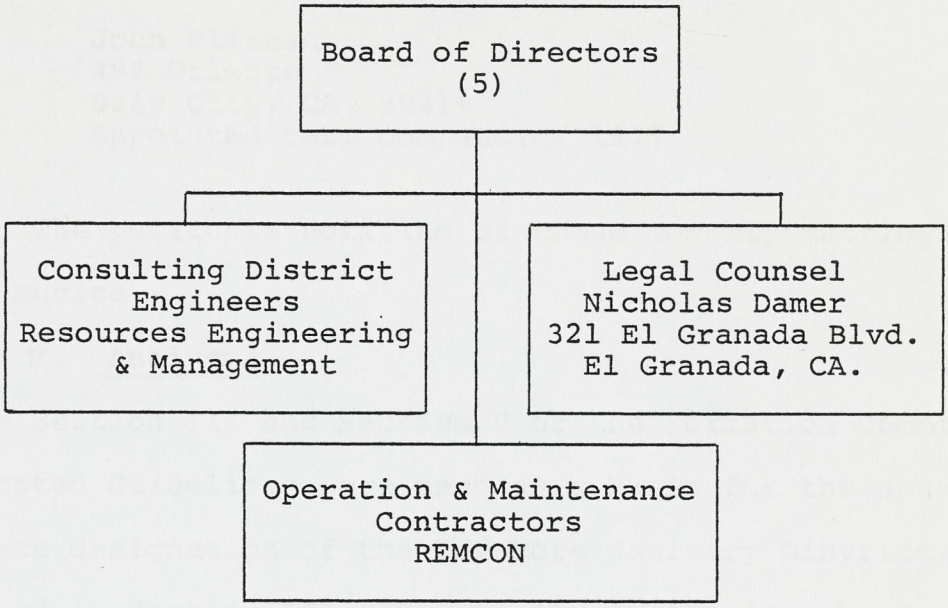
TABLE 56

BAYSHORE SANITARY DISTRICT
Comparison of Budgeted Expenses with Actual
Fiscal Year Ended June 30, 1979

	Budgeted 1978-79	Actual	Surplus
Operating:			
Sewage Collection:			
Depreciation	$10,000.00	10,000.00	0.00
Gas, Oil & Fuel	500.00	0.00	500.00
Operating Supplies	250.00	0.00	250.00
Contractual Services	10,000.00	7,889.15	2,110.85
Prof. & Special Services	2,000.00	310.18	1,689.82
Repairs & Maintenance	5,000.00	1,704.56	3,295.44
Utilities	5,000.00	3,556.04	1,443.96
Main Street Sewer	10,000.00	10,000.00	0.00
Sewer Rehabilitation	50,000.00	50.00	49,950.00
Total Sewage Collection	$92,750.00	$33,509.93	$59,240.07
Sewage Disposal:			
Contractual Services	$130,000.00	$125,871.62	$4,128.38
Administrative & General:			
Employee Benefits	$6,000.00	$3,927.37	$2,072.63
Director Fees	5,000.00	3,800.00	1,200.00
Secretary Fees	1,800.00	1,650.00	150.00
Election Expenses	500.00	0.00	500.00
Insurance	24,000.00	19,260.34	4,739.66
Memberships	400.00	315.00	85.00
Office Expense	500.00	397.44	102.56
Contractual Services	250.00	0.00	250.00
Prof. & Special Services	6,500.00	1,637.30	4,862.70
Engineering Fees	4,200.00	4,200.00	0.00
Audit	1,200.00	1,200.00	0.00
Manager Fees	7,200.00	6,500.00	700.00
Legal Fees	17,500.00	5,000.00	12,500.00
Printing & Publication	3,500.00	243.51	3,256.49
Repairs & Maintenance	100.00	0.00	100.00
Travel & Meetings	5,000.00	3,212.16	1,787.84
Utilities	125.00	96.61	28.39
Other	250.00	53.52	196.48
Total Administrative & General	$84,025.00	$51,493.25	$32,531.75
Capital Outlay			
Capital Outlay, Reclamation Project	$127,500.00	$13,585.92	$113,914.08
Total	$434,275.00	$224,460.72	$209,814.28
Contingency	25,000.00	0.00	25,000.00
GRAND TOTAL	$459,275.00	$224,460.72	$234,814.28

Source: Bayshore Sanitary District Report,
Herbert R. Thielmeyer, Certified Public Accountant, San Mateo, CA

An organizational chart of the district is as follows:



E. Political Participation

The Board of the Bayshore Sanitary District is composed of five members elected from within the district for three year terms. The Board meets once a month, and Board members are paid $50 per meeting. The members of the present Board are as follows:

John J. Broda, Chairman
185 Acacia Street
Daly City, CA 94014
Commenced term: November 1977

James Almadoua
278 Rio Verde Street
Daly City, CA 94014
Appointed term commenced: 1979

Edward A. McDonald, Secretary
282 Rio Verde Street
Daly City, CA 94014
Commenced term: 1975

(continued)

Joseph Gomez
154 Rio Verde
Daly City, CA 94014
Commenced term: 1975

John Pleskach
494 Oriente
Daly City, CA 90414
Appointed term commenced: 1977

The public is notified of these monthly meetings by posted notice.

F. Analysis

Section III and Section V of the Formation Commission's adopted Guidelines were used as a basis for the sphere of influence designation of the Bayshore Sanitary District. As specified in Section III, Item 6, "It is the intent of LAFCo to encourage the rationalization of local government through the elimination or consolidation of small, single-purpose districts".

The Bayshore Sanitary District is a small, single-purpose special district. It provides services to the Bayshore neighborhood in Daly City and parts of Brisbane, and is adjacent to North San Mateo County Sanitation District. The remaining portion of the City of Brisbane is sewered by the City and the Guadalupe Valley Municipal Improvement District (G.V.M.I.D.) services the Crocker Industrial Park. With these several providers of sewer services in the general area, it is appropriate that the Formation Commission look towards consolidation of these services in the future.

In 1975 the Formation Commission adopted a sphere of influence for Bayshore Sanitary District and assigned the district a zero sphere of influence. Furthermore, it was determined that it is logical that the district be dissolved, the portion of the district covering Daly City be included within the North San Mateo County Sanitation District, and the remaining area serviced by the City of Brisbane.

Given the analysis and recommendations contained in this study, and the recent Project Report for Wastewater Treatment and Reclamation Project[46] by Resources Engineering and Management which sets forth various sewage treatment alternatives for Bayshore Sanitary District and G.V.M.I.D., the adopted sphere of influence should be amended.

The "Project Report" by REM is a proposal analyzing various atlernatives designed to meet the sewage treatment needs of Bayshore Sanitary District, G.V.M.I.D., and the City of Brisbane, when faced with the increasing projected future costs of contracting with the City and County of San Francisco for treatment as previously discussed.

Basically, the report proposed to: (1) reactivate and upgrade to secondary treatment, the abandoned G.V.M.I.D. wastewater treatment plant located in the City or Brisbane, (2) reuse 100% of the effluent at the reclaimed water markets so there would be no discharge of treated wastewater to any waters in the U.S., (3) divert all excess wastewater flow which is not needed to meet demands of reclaimed water markets to San Francisco Sewer System via the Bayshore Pump Sta-

tion. The total capital project costs for reclamation and wastewater facilities would be approximately $2,620,587.00.

The most cost effective market for the reclaimed water will be the proposed San Francisco Resource Conversion Center which would have a year-round demand of 1.0 million gallons a day of reclaimed water that would be used to cool a proposed power plant which would burn garbage and other solid waste as the fuel to produce electrical power. The Resource Conversion Center will be located in the City of Brisbane, south of Beatty Road, and across the street from the San Francisco Solid Waste Transfer Station. The Center if approved, is projected to be operational in 1982.

Another possible alternative market for reclaimed water is the proposed 18 hole golf course in the City of Brisbane, however the demand would only be for dry weather periods.

The Project Report also addresses the problem of institutional arrangements and asserts that without the creation of a joint powers authority between Bayshore Sanitary District, G.V.M.I.D., and a commitment from the San Francisco Resource Conversion Center there is no project. The institutional problems that could potentially arise with a joint powers authority could probably be overcome if only one governmental entity were responsible for operation and management of the proposed system. Furthermore, a single governmental entity would also be in a better position to

negotiate a more comprehensive sewage treatment contract with the City and County of San Francisco.

Therefore, given the staff's recommendations that: (1) the Bayshore Neighborhood be designated in the sphere of influence of the City of Brisbane, (2) and G.V.M.I.D. be dissolved and its services be assumed by the City of Brisbane when the Crocker Industrial Park is annexed, and (3) in reviewing and updating the sphere of influence assignment for Bayshore Sanitary District and consistent with the Commission's stated policy of eliminating or consolidating small, single-purpose districts while having a general purpose government provide the necessary range of urban services, staff believes that the zero sphere of influence previously assigned to the district is fully justified.

Staff believes that in light of the above analysis, the public service responsibilities and functions of the Bayshore Sanitary District should ultimately be reallocated to the City of Brisbane. However, if the Commission does not adopt the staff recommendation to assign the Bayshore Neighborhood to Brisbane's sphere of influence, then the ultimate reallocation of services and functions of the Bayshore Sanitary District should remain with the City of Daly City.

Under the League of California Cities property tax exchange formula, if the services of the Bayshore Sanitary District are assumed by the City of Brisbane, that City would receive approximately $45,000 in property tax revenue.

G. Recommendation

In reviewing and updating the sphere of influence assignment for the Bayshore Sanitary District, staff recommends that the Formation Commission re-affirm the designation of a zero sphere of influence for the district.

IX. COUNTY SERVICE AREA NO. 9

IX. COUNTY SERVICE AREA NUMBER 9 (CSA 9)

A. Brief History and General Background

County Service Area No. 9 was formed pursuant to Government Code Section 25210.1 et. seq. Formation of the CSA was approved by the San Mateo Local Agency Formation Commission on June 8, 1973. The Commission approved the formation for the sole purpose of providing planning services within its boundaries. The County Board of Supervisors approved the CSA's formation on July 31, 1973. The Board expanded the powers of CSA 9 to include a full range of services over the objections of the Formation Commission.

The boundaries of the CSA (Exhibit 29, page IX-2) include only the unincorporated area on the north side of San Bruno Mountain. They do, however, encompass the Crocker Industrial Park and the Brisbane Vicinity area, as well as the Northeast Ridge and Saddle areas of San Bruno Mountain.

B. Services and Organizational Structure

San Mateo County Board of Supervisors' Resolution No. 31815 establishes that CSA 9 may provide the following extended services within its boundaries:

1. Extended police protection;
2. Structural fire protection;
3. Local park, recreation, or parkway facilities and services;
4. Extended library facilities and services;
5. Miscellaneous extended services which shall include but not be limited to providing:

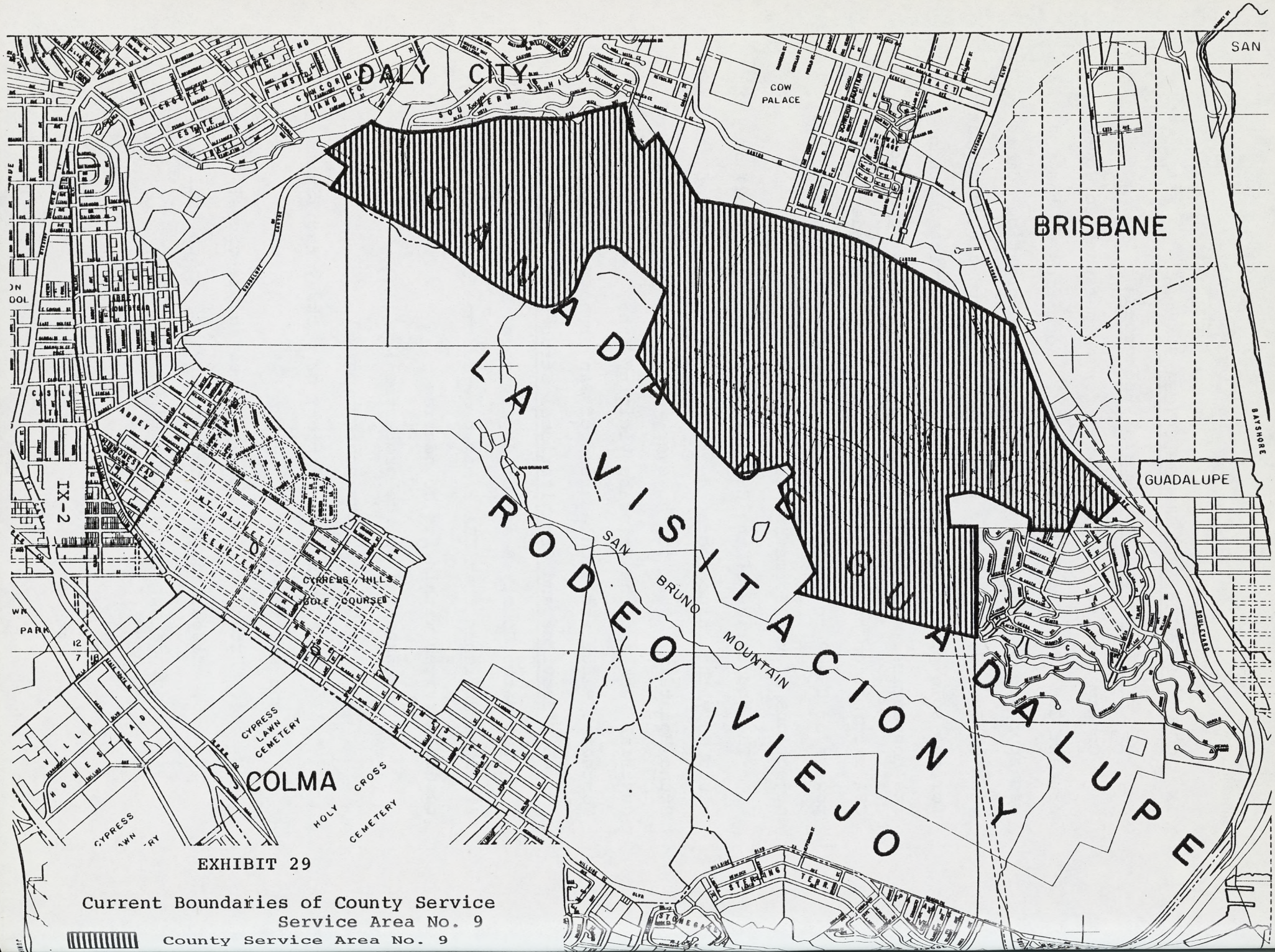


EXHIBIT 29

Current Boundaries of County Service Area No. 9

County Service Area No. 9

a. Water service including the acquisition, construction, operation, replacement, maintenance and repair of water supply and distribution systems, including land, easements and rights-of-way and water rights;

b. Sewer service, including the acquisition, construction, operation, replacement, maintenance and repair of sewage collection, transportation and disposal systems, including land, easements and rights-of-way;

c. Pest or rodent control;

d. Street and highway sweeping;

e. Street and highway lighting including the acquisition construction, replacement, maintenance and repair of a street or highway lighting system, including land, easements and rights-of-way;

f. Refuse collection;

g. Garbage collection;

h. Ambulance service; and

i. Planning services.

CSA No. 9 is currently being used by the San Mateo County Planning Division to finance the preparation of the Guadalupe Valley/Brisbane Area Plan and the Specific Plan for development of a portion of the Saddle Area of San Bruno Mountain.

The San Mateo County Board of Supervisors is the governing body of County Service Area No. 9. The Board is currently composed of the following members:

Ed Bacciocco - District 3
James Fitzgerald - District 1
Fred Lyon, Chairman - District 5
John Ward - District 2
Vacant - District 4

C. Finances

The total revenue and expenditure information for CSA No. 9 is shown on Table 57, page IX-5. Total expenditures for the CSA have decreased from a high of $136,518 in 1975-76 to a low of $50,000 in 1978-79. The reserves for the CSA as of June 30, 1979 amount to $206,747.

D. Analysis

County Service Area Number 9 was formed primarily to provide planning services to San Bruno Mountain. The CSA is currently being used by the San Mateo County Planning Division to finance the Guadalupe Valley/Brisbane Area Plan and the Specific Plan for development of a portion of the Saddle Area of San Bruno Mountain. The planning service function of the CSA is nearing completion and when it has fully served the purpose for which it was formed it should be dissolved. Therefore, staff recommends that the County Service Area be assigned a zero sphere of influence encompassing no territory to County Service Area Number 9.

Government Code Section 56502 states that upon the effective date of dissolution control over all of the moneys or funds and all property, real or personal of said dis-

TABLE 57

COUNTY SERVICE AREA NO. 9

Revenues	1974-75	1975-76	1976-77	1977-78	1978-79
Property Tax	$127,108	$ 99,346	$ 69,346	$ 51,418	$ 56,282
Interest	-0-	-0-	8,500	4,000	20,147
Homeowner's Property Tax Relief	-0-	-0-	-0-	-0-	3,246
Business Inventory Relief	852	62,299	2,378	31,663	1,949
Other	-0-	-0-	-0-	-0-	168
Total Revenue	$127,960	$161,645	$80,224	$87,081	$81,792
Expenditures					
Prof. & Specialized	$127,960	$136,518	$120,000	$21,705	$50,000
Total Expenditures	$127,960	$136,518	$120,000	$21,705	$50,000
Assessed Valuation					
Secured Roll	$12,352,775	12,401,494	12,704,093	13,326,731	14,340,964
Unsecured Roll	-0-	8,932,491	10,251,449	9,384,608	10,052,376
Total	$12,352.775	21,323,985	22,955,542	22,711,339	24,393,340
Property Tax Rate	1.0784	.0291	.5479	-	N/A

solved district shall be vested in the successor for the purpose of winding up the affairs of the district. The successor agency shall be determined pursuant to Government Code Section 56501 based on which agency contains the greater assessed value of all taxable property within the territory of the dissolved district. Assets of the dissolved district shall be distributed pursuant to Government Code Section 56507.

E. Recommendation

Staff recommends that the Local Agency Formation Commission assign a zero sphere of influence encompassing no territory to County Service Area Number 9.

X. DIMOND PUBLIC UTILITY DISTRICT
(REVIEW AND UPDATE)

X. DIMOND PUBLIC UTILITY DISTRICT

A. Brief History and General Background

The Dimond Public Utility District was formed in May 1925 by the San Mateo County Board of Supervisors. The District office is located at 127 Acacia Street in Daly City. The District presently provides water service to the residents of the Bayshore Neighborhood of Daly City.

The powers of the District are specified in the State of California Public Utilities Code, Section 15501, et seq. The District boundaries fall totally within the corporate limits of Daly City and comprise approximately 335 acres (See Exhibit 30, page X-2). The Bayshore Neighborhood was annexed to Daly City in July 1963 and is the subject of study in Chapter VII, page VII-54.

Until August 1972, some territory within the City of Brisbane was included with the District's boundary. A proposed attempt to merge the District with the City of Daly City was voted down by the electorate in November 1973.

B. Services and Organizational Structure

The Dimond Public Utility District in servicing the water needs of the Bayshore Neighborhood in Daly City obtains its water for resale from the City and County of San Francisco. In addition to a contractual agreement with San Francisco for water, the District has a service contract with the County of San Mateo for Midway Village.

The average demand for water service presently, as estimated by District records, is approximately 78 million gal-

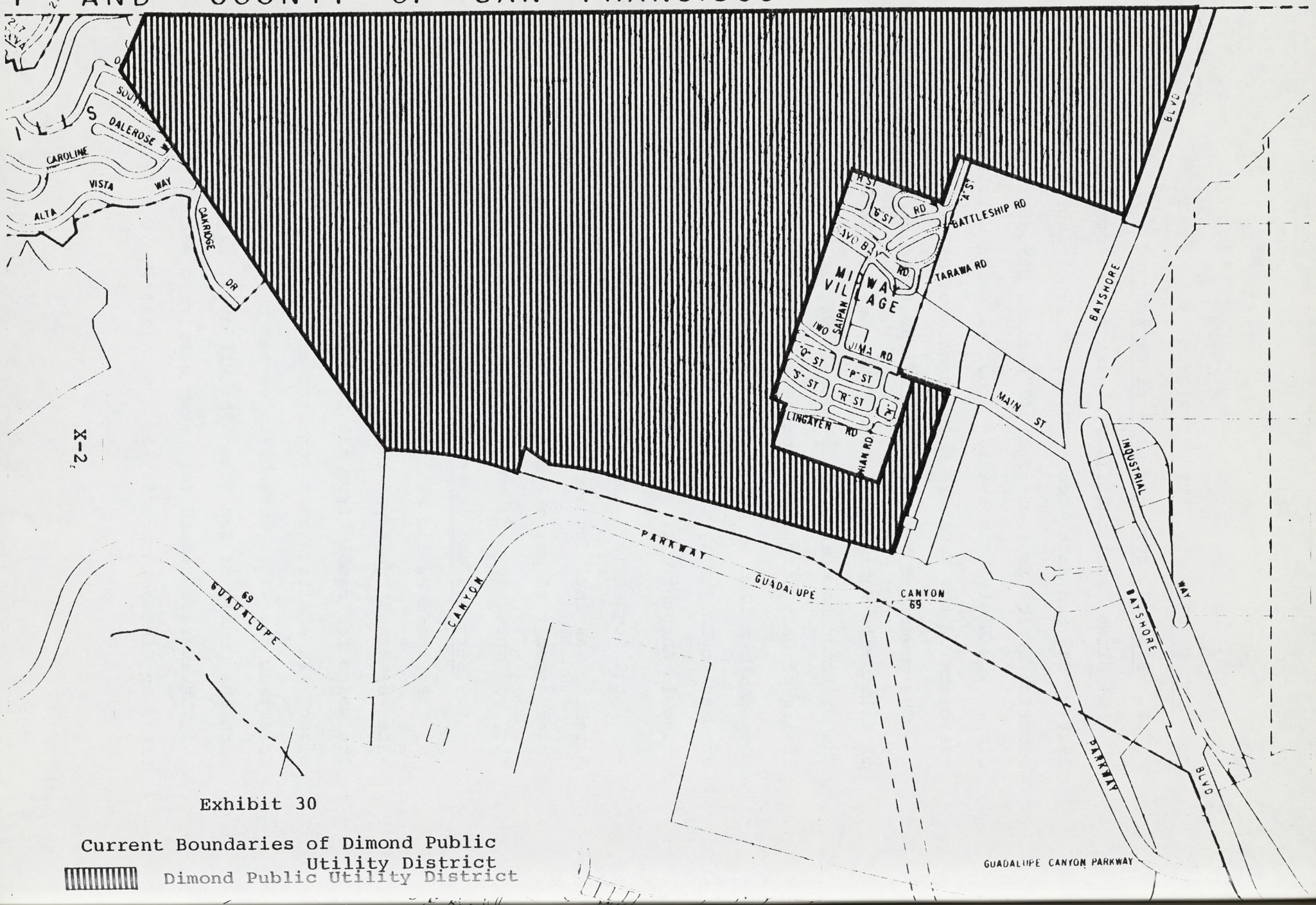


Exhibit 30

Current Boundaries of Dimond Public Utility District

lons per year. The District anticipates no additional increase in services in the future.

In 1970, the Insurance Service Office tested the fire hydrants within the District for capacity and water flow and found these selected hydrants within the Bayshore system to be below the flow capacity required by I.S.O. This lack of capacity has caused higher fire insurance rates for the entire area. At the locations tested, the flow capacity was significantly limited by supply connections.

The District has no significant amount of equipment at this time, and there are no plans in the future for the acquisition of any new equipment.

The District presently employs an office clerk, a part-time maintenance engineer, and an advisor to the Board. The full-time employee for the District receives, as employee benefits, two weeks vacation and ten days holiday.

C. Finances

The total revenue and expense information for the District is shown on Table 58, page X-4. Total operating expenses for the District increased 45 percent between 1974/75 and 1978-79, while total revenues to the District increased 26 percent during this same time period. Contributing to the increase in expenses to the District has been the higher cost of water purchased from the City and County of San Francisco. All indications are that this purchased water in the future will be even more expensive.

TABLE 58

DIMOND PUBLIC UTILITY DISTRICT

Revenues	1974/75	1975/76	1976/77	1977/78	Estimated 1978/79
Metered Sales and Standby Charges	$65,094	$56,283	$53,102	$57,594	$65,452
Less: Cost of Water Purchased	39,995	33,519	26,572	31,990	35,004
Net Income from Water Sales	25,099	22,764	26,530	25,604	30,448
Rental from Fire Hydrants	673	675	685	685	685
Meter Installations	-	-	-	-	-
Other	1,394	2,504	2,178	2,875	3,285
Total Revenues	$27,166	$25,943	$29,393	$29,164	$34,418

Expenses	1974/75	1975/76	1976/77	1977/78	Estimated 1978/79
Salaries and Wages	.$10,083	$10,528	$10,909	$12,980	$12,133
Services and Supplies	8,062	8,875	15,750	12,621	14,297
Other Expenses	25	-	-	-	-
Total Operating Expenses	18,170	19,403	26,659	25,601	26,430
Depreciation	5,783	5,964	5,898	5,899	6,059
Total Expenses	23,953	25,367	32,557	31,500	32,489
Per Capita Operating Expenditures*	$5.49	$5.86	$8.06	$7.74	$7.99

Source: Harold T. Hoertkorn, CPA, Dimond Public Utility District, Financial Statements, June 30, 1975, 1976

Lawrence Nestel, CPA; Dimond Public Utility District, Financial Statements, June 30, 1977, 1978, 1979

* Census Tract 6002, Population 3308

The District receives no property tax revenues, so almost all its revenues (88.5 percent in 1978/79) were generated by metered sales and standby charges. The District presently charges $0.67 per 100 cubic feet of water used by its customers.

D. Political Participation

The Dimond Public Utility District Board is composed of three elected members holding four-year terms. The Board meets monthly and the president receives $50 per month, with the other two members receiving $45 per month. The members of the present Board are as follows:

McMalone Counts, President
20 MacDonald Avenue
Daly City, California

Commenced Term: November 1976

Tim Tiberghien
405 Acacia Street
Daly City, California

Commenced Term: November 1976

Chester O. Spraten
409 Acacia Street
Daly City, California

Commenced Term: November 1977

E. Analysis

On March 24, 1976, the San Mateo Local Agency Formation Commission adopted Resolution 475A designating a sphere of influence for the Dimond Public Utility District. In this resolution the District's sphere of influence was defined as follows:

* Census Tract 6002, Population 3308

"g. Dimond Public Utility District - A 'zero' sphere of influence."

The Knox-Nisbet Act, Government Code 54774, states that "The Commission shall periodically review and update the spheres of influence determined by them." This section further represents an effort by staff to comply with this mandate.

As discussed in the previous sphere of influence study, the Dimond Public Utility District is a small, independent single-purpose special district totally within the limits of Daly City. Both Daly City and Brisbane, as discussed in Chapters VI and VII of this report, have their own water departments. As shown throughout both Chapters, there are various providers supplying water service to the North County area. There is unjustified need for such a multiplicity of water providers in this general area. Certainly, the Dimond Public Utility District unnecessarily fractures the system of water service within the area. Having a separate independent, small single-purpose district board making decisions for this neighborhood makes no sense at all. All local urban services for this neighborhood should be completed in a unified way by one governing body.

In reviewing and updating the sphere of influence determined by the Formation Commission for the Dimond Public Utility District, staff believes that the zero sphere of influence assignment is fully warranted. However, if the Formation Commission elects to include the Bayshore region of Daly City within Brisbane's sphere of influence, then staff believes

that the public service responsibilities and functions of the Dimond Public Utility District should ultimately be reallocated to the City of Brisbane.

The 1978-79 operating expenditures of the District represented slightly more than 20 percent of the operating expenditures of the City of Brisbane. However, the City has informed LAFCo staff that this would not present a problem since the anticipated revenue from metered water sales will be offset by revenues generated from the Crocker Industrial Park, which staff has recommended be included within Brisbane's sphere of influence (Chapter VI, page VI-75).

If the Formation Commission selects a status quo assignment for the Bayshore region, then again staff believes that the zero sphere assignment for the Dimond Public Utility District is fully warranted. However, as previously recommended in the original study, the public service responsibilities and functions of the Dimond Public Utility District, as recommended in the original study, should ultimately be reallocated to the City of Daly City.

In reviewing and updating the sphere of influence assignment for the Dimond Public Utility District and consistent with the Commission's stated policy of eliminating or consolidating small, single-purpose districts while having a general purpose government provide the necessary range of urban services, staff believes that the zero sphere of influence previously assigned to the district is fully justified.

F. Recommendation

In reviewing and updating the sphere of influence assignment for the Dimond Public Utility District, staff recommends that the Formation Commission re-affirm the designation of a zero sphere of influence for the district.

XI. GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT

XI. GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT

A. Brief History and General Background

The Guadalupe Valley Municipal Improvement District was formed in 1959 by an act of the State Legislature, with district offices located at 660 Market Street in San Francisco. The basic purpose of the district is to provide urban services to the Crocker Industrial Park. The district provides fire and police protection, water service, sanitary sewer service, street lighting and storm drainage.

The boundaries, organization, powers, operation, management, financing, change of boundaries, and dissolution procedures were specified by the State Legislature in 1959, in Chapter 2037, which was amended in 1960, 1965 and 1967. The present district boundaries are shown in Exhibit 31, page XI-2. The general service area comprises approximately 450 acres in the Guadalupe Valley which consists of all 335 acres in the Crocker Industrial Park and 115 acres surrounding undeveloped hillside terrain.

B. Services

The district has broad governmental powers with the exception of zoning and planning. The district's active powers include the following:

1. Fire and Police

The district is empowered to provide fire and police protection within its boundaries. This service is currently provided by the City of Daly City under the terms of a contract

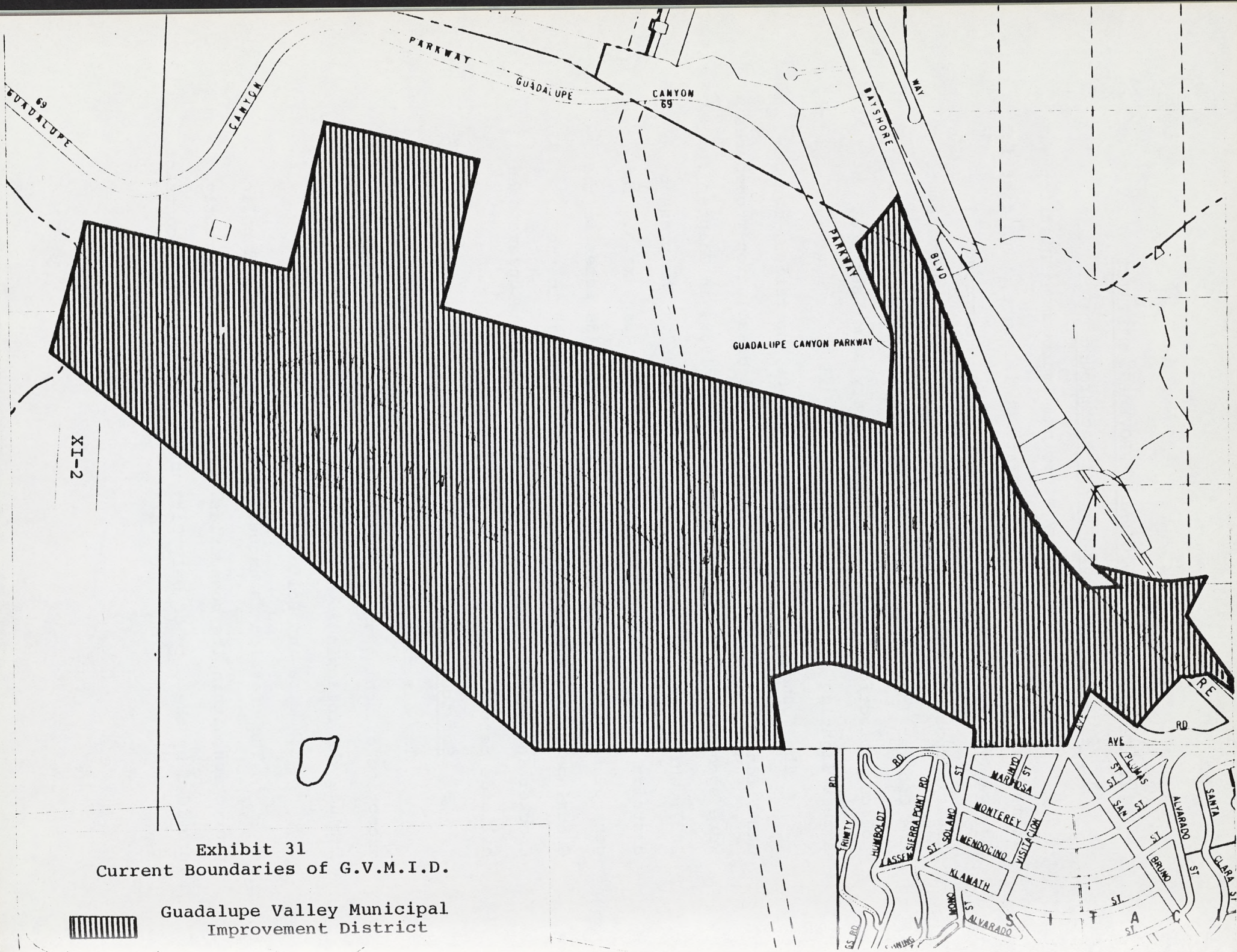


Exhibit 31
Current Boundaries of G.V.M.I.D.

Guadalupe Valley Municipal
Improvement District

that has been in effect since 1974. Before that time the district contracted with the City of Brisbane for fire and police services. Due to the uncertainties of Proposition 13, this contract is currently on a month-to-month basis, approximately $8,333 per month, or approximately $100,000 per year.

2. Sanitary Sewage

The district provides sewer transfer services to the Crocker Industrial Park, and the City of Brisbane. The City of Brisbane operates and maintains its own sewage collection system. G.V.M.I.D. operates and maintains the Crocker Industrial Park sewage collection system. The district transfers sewage from Brisbane and Crocker Industrial Park by pumping to the San Francisco sewage system.

The City and County of San Francisco charges G.V.M.I.D. based on wastewater pumping volumes between April and September and doubled for the annual charge.

It should be noted that measuring the volumes from April to September is generally a dry weather flow period. The billing rate used by the City and County of San Francisco from October 13, 1969 to January 1, 1978 was $54.00 per million gallons of sewage pumped into the San Francisco system. From January 1, 1978 to July 1, 1978 the rate was established at $.8162 per hundred cubic feet for the first 300 cubic feet of water consumed and $1.13 for water consumption over 300 cubic feet. On July 1, 1979 the sewer rates were established at $.67 for the first

300 cubic feet of water consumed and $1.21 for water consumption over 300 cubic feet. Table 59 shows the total 1978 wastewater pumping per month for G.V.M.I.D.

TABLE 59

WASTEWATER PUMPING FROM G.V.M.I.D. TO CITY AND COUNTY OF SAN FRANCISCO DISPOSAL SYSTEM (MILLIONS OF GALLONS)

1978	G.V.M.I.D.	AVERAGE DAILY FLOW
January	9.46	0.31
February	7.56	0.27
March	10.19	0.33
April	7.16	0.24
May	5.34	0.17
June	4.92	0.16
July	4.60	0.15
August	4.63	0.15
September	4.45	0.15
October	4.75	0.15
November	4.89	0.16
December	4.99	0.16
ANNUAL	72.94	

Source: San Francisco Wastewater Program
Mr. Vitaly Troyan, Manager
Finance and Administration

The increase in flow during the wet weather months (generally November to April) is due to infiltration and inflow into the system. Infiltration is that portion of the waste stream entering a sewer system from the ground. Inflow is water discharged into a sewer system from cellars, yard, and area drains, roof leaders, foundation drains, manhole covers, storm waters, surface run-off, etc.

An Infiltration/Inflow[47] analysis for G.V.M.I.D. prepared by Resources Engineering and Management in August 1974 and incorporated into the July 1979 Project Report for Wastewater Treatment and Reclamation Project[48] attributes the inflow/infiltration problem to the age of the collection system in the City of Brisbane which was installed around 1936 and it is assumed that part of the system was installed without the benefit of engineering. It is estimated that the cost of a rehabilitation program for the City of Brisbane is approximately $1,575,000.00.

Table 60, page XI-6 , shows the income and expenses for the G.V.M.I.D. wastewater operations from fiscal year 1974-75 through 1977-78.

An alternative to the high cost of contracting with the City and County of San Francisco is discussed in the Bayshore Sanitary District Section. Basically the alternative is a proposal to: (1) reactivate and upgrade to secondary treatment, the abandoned G.V.M.I.D. wastewater treatment plant located in the City of Brisbane, (2) reuse 100% of the effluent at the reclaimed water markets so there would be no discharge of treated wastewater to any waters in the U.S., (3) divert all excess wastewater flow which is not needed to meet demands of reclaimed water markets to San Francisco Sewer System via the Bayshore Pump Station. The total capital project costs for reclamation and wastewater facilities would be approximately $2,620,587.00.

TABLE 60

G.V.M.I.D. INCOME AND EXPENSES (WASTEWATER ONLY)

Revenues	1974-75	1975-76	1976-77	1977-78
Treatment Fees	$27,733	$30,123	$29,037	$34,131
Disposal Fees	12,903	11,057	12,245	23,736
Taxes	-	-	-	-
Total	$40,636	$41,180	$41,282	$57,867
Expenditures				
Disposal	$29,296	$29,318	$23,449	$46,765
Operating & Management	23,635	11,682	12,256	20,018
Administrative & General	6,700	6,700	7,579	11,564
Total	$59,631	$47,700	$43,284	$78,347
General Fund Balance	$77,730	$89,163	$114,624	$70,904
Construction Fund Balance	$48,322	$49,315	$18,445	$19,577

Source: Project Report for Wastewater Treatment and Reclamation Project, Resources Engineering and Management.

This proposal would be used as an alternative for G.V.M.I.D., the City of Brisbane and Bayshore Sanitary District. It should be noted that this type of proposal can be more efficiently administered by a single governmental entity.

3. Water

G.V.M.I.D. owns and operates the water system and buys water from the City of San Francisco, which it sells to the occupants of Crocker Industrial Park. The 1978 water consumption for G.V.M.I.D. was 79,731 (100 cubic feet) which is approximately 59.64 million gallons. The 1978 water consumption for the G.V.M.I.D. sewer service area (includes Central Brisbane and Sierra Point) was 117.3 million gallons. Table 61 shows the San Francisco Water Department rates from 1970 through 1979.

TABLE 61

SAN FRANCISCO WATER DEPARTMENT RATES

(SCHEDULE W-25 WATER CHARGE)

YEAR	FIRST 30,000 Cu. Ft.	FOR NEXT 30,000 Cu. Ft.	FOR NEXT 30,000 Cu. Ft.	FOR NEXT 30,000 Cu. Ft.	FOR NEXT 30,000 Cu. Ft.	FOR NEXT 30,000 Cu. Ft.
1970	32.43	28.635	23.000	16.330	15.870	15.525
1975	38.07	33.617	27.002	19.171	18.631	18.226
1977(Drought)	54.40	48.100	38.600	27.400	26.600	26.100
1978	47.90	42.300	34.000	24.100	23.400	23.000
1979	53.60	47.400	38.100	27.000	26.200	25.800

Source: Project Report for Wastewater Treatment and Reclamation Project, Resources Engineering and Management.

Table 62, page XI-8 , shows the G.V.M.I.D. water rate schedule. G.V.M.I.D. charges its water users based on a service charge, quantity charge, and private fire protection service charge.

TABLE 62

G.V.M.I.D. WATER RATE SCHEDULE

Rate Schedule: Bi-monthly rates for water service are hereby established as follows:

General Metered Service

Service Charge:

5/8" meter	$ 5.40
3/4" meter	$ 6.00
1" meter	$ 6.60
1-1/2" meter	$ 10.80
2" meter	$ 15.80
3" meter	$ 28.80
4" meter	$ 37.40
6" meter	$ 57.20
8" meter	$ 78.80
10" meter	$108.60

Quantity Rate:

First 6,600	cu. ft. per 100 cu. ft. - $0.55
Next 60,000	cu. ft. per 100 cu. ft. - $0.53
Next 600,000	cu. ft. per 100 cu. ft. - $0.43
Over 666,600	cu. ft. per 100 cu. ft. - $0.34

Private Fire Protection Service

Service Charge:

4" connection	$19.00
6" connection	$30.00
8" connection	$45.00
10" connection	$60.00
12" connection	$90.00

Source: Project Report for Wastewater Treatment and Reclamation Project, Resources Engineering and Management.

According to recent projections, the San Francisco Water Department's supply for San Mateo County will be insufficient to meet the county's water demands after 1990. Therefore, alternative sources of water supply will be needed to meet future demands. Reclaimed water may be a feasible alternative.

4. Storm Drainage

The district owns and maintains the storm drainage system in Crocker Industrial Park.

5. Street Lights

The district owns and maintains a contract with PG & E for the street lighting system in Crocker Industrial Park.

6. Streets

The district is not entitled to own and maintain streets. The streets are currently private being owned and maintained by Crocker Land Company. These streets can be dedicated either to San Mateo County or any city which might annex Crocker Industrial Park.

C. Organizational Structure

The Guadalupe Valley Municipal Improvement District does not directly employ any personnel. All personnel functions are through contracts of the City of Daly City or the Crocker Land Company. Daly City provides police and fire. Crocker Land Company provides a General Manager, a secretary, and a sewage pumping and water pumping plant operator, all of which are part-time.

D. Finances

The expenditure, revenue and assessed valuation information for the district is as shown in Table 63 for the fiscal year 1974-75 through 1978-79. The district originally purchased the sanitary sewage and water main facilities from the developer, Crocker Land Company, through the issuance of general obligation bonds. These bonds are being retired by the use of Ethel R and Tex Funds. The annual operating expenses for the district are met by a levy of property tax as well as by the receipts from the sale of water and collection of sanitary sewage from the City of Brisbane. In view of the limitations placed on property taxes by Proposition 13, a sewer service charge is currently under study.

TABLE 63

GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT (G.V.M.I.D.)

Revenues

	1974-75	1975-76	1976-77	1977-78	Estimated 1978-79
User Fees	64,582	69,568	74,222	86,622	135,000
Ad Valorum Tax	204,107	192,513	197,493	149,425	135,000*
Aid from Other Govts					
Federal	58,000	4,600	-	-	-
State and Other Funds	10,620	-	-	-	1,000
Other (Interest)	6,749	7,186	8,000	8,101	8,000
TOTAL REVENUES	344,058	273,867	279,715	244,148	279,000
Year End Fund Changes	48,889	38,387	22,488	(36,911)	(68,000)

Actual and Estimated Expenditures

	1974-75	1975-76	1976-77	1977-78	Estimated 1978-79
Salaries	----	----	----	----	----
Employee Benefits	----	----	----	----	----
Services & Supplies	185,231	170,980	171,321	195,440	263,000
Other (Interest)	55,000	54,500	53,625	52,375	51,000
Sub-Total Operating Expenses	240,231	225,780	227,946	247,815	314,000
Capital Outlays	44,938	-	7,281	8,244	8,000
Bond Redemption	10,000	10,000	25,000	25,000	25,000
TOTAL EXPENSES	295,169	235,480	257,227	281,059	347,000

(continued)

Assessed Valuation

	1974-75	1975-76	1976-77	1977-78	1978-79
Secured Roll**	9,991,070	10,333,349	10,526,853	11,171,781	12,009,804
Unsecured Roll**	8,956,659	8,870,480	10,251,449	9,384,608	10,054,296
State Utility Roll	975,120	680,000	781,520	768,600	666,740
TOTAL	19,922,759	19,883,829	21,559,822	21,324,989	22,730,840
Property Tax Rate	.6166	.9262	.5376	.5485	N/A

* Includes property tax revenues, bonded debt redemption, and State bail-out funds. $61,031 - property tax revenues.

** Includes Homeowners' Property Tax and Business Inventory Exemptions.

Source: Guadalupe Valley Municipal Improvement District

The following is a list of the current bonded indebtedness of the district.

TOTAL CURRENT BONDED INDEBTEDNESS

Date of Issue	Type	Amount Outstanding
1960	General Obligation	$ 720,000
1968	General Obligation	315,000
	TOTAL	$1,035,000

E. Political Participation

The governing body of the Guadalupe Valley Municipal Improvement District is composed of the following three persons.

M. Sherman Eubanks
660 Market Street
San Francisco, California
Occupation: Executive
Commenced Term: November 30, 1977

John A. Ditz
1 Post Street
San Francisco, California
Occupation: Executive
Commenced Term: November 30, 1975

Edward A. Behrens
660 Market Street
San Francisco, California
Occupation: Executive
Commenced Term: November 30, 1975

These members are elected for four year terms. Board members must be either land owners in the district or represent land owners in the district. The Governing Board meets monthly and public notification of meetings is posted.

F. Analysis

The Guadalupe Valley Municipal Improvement District (G.V.M.I.D.) is a multi-purpose district formed in 1959 for the purpose of providing urban services to the Crocker Industrial Park. At that time the Park was in the process of developing, the City of Brisbane was not yet incorporated and equipped to provide municipal services to the Park. At that time, Daly City was not able to extend the needed services either.

Sections III and IV of the Formation Commission's "General Policies and Criteria for the Development and Determination of Spheres of Influence" are used as a basis for the sphere of influence designation of the Guadalupe Valley Municipal Improvement District. As specified in Section IV, Item 12,

> "Where a special district is coterminous with, or lies substantially within, the boundary of sphere of influence of a general purpose government which is capable of assuming the public service responsibilities and functions of that special district, the special district may be allocated a designation of a zero influence which encompasses no territory."

LAFCo staff believes that the Guadalupe Valley Municipal Improvement District's public service responsibilities and functions can best be assumed by the City of Brisbane (see Chapter VI, page VI-75). The impact of the Crocker Industrial Park overwhelmingly affects the City of Brisbane (see

Chapter VI, page VI-75). From a financial standpoint the expenditures that would be incurred by the City of Brisbane to provide the required municipal services to the Park are more than offset by the revenues generated.

Under the League of California Cities AB 8 property tax exchange formula, if the services of G.V.M.I.D. were assumed by the City of Brisbane, that City would receive approximately $61,031 in property tax revenue. A more detailed analysis of potential revenues and expenditures is shown in Chapter VI, page VI-69.

Section III, Item 8, of the Commission's guidelines state:

> "An existing local agency may be allocated a zero sphere of influence which encompasses no territory. Such may be the case where LAFCo.determines after due consideration of all factors that the public service responsibilities and functions of one local agency should be re-allocated to some other unit of government and that, ultimately, the local agency which has been assigned a "zero sphere of influence" should cease to exist."

G. Recommendation

The staff recommends that the Commission assign a zero sphere of influence to the Guadalupe Valley Municipal Improvement District.

APPENDIX A

GENERAL POLICIES AND CRITERIA FOR THE DEVELOPMENT AND DETERMINATION OF SPHERES OF INFLUENCE

ADOPTED

September 18, 1974

REVISED

June 18, 1975

San Mateo Local Agency Formation Commission

I

AUTHORITY

1. The Knox-Nisbet Act (Government Code, Section 54774) includes the following: "Among the purposes of a local agency formation commission are the discouragement of urban sprawl and the encouragement of the orderly formation and development of local governmental agencies based upon local conditions and circumstances. One of the objects of the local agency formation commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local governmental agencies so as to advantageously provide for the present and future needs of each county and its communities." ...

2. "In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities, the local agency formation commission shall develop and determine the sphere of influence of each local governmental agency within the county. As used in this section "sphere of influence" means a plan for the probable ultimate physical boundaries and service area of a local governmental agency. Among the factors considered in determining the sphere of influence of each local governmental agency, the commission shall consider:

   a. The maximum possible service area of the agency based upon present and possible service capabilities of the agency.

   b. The range of services the agency is providing or could provide.

   c. The projected future population growth of the area.

   d. The type of development occurring or planned for the area, including, but not limited to, residential, commercial, and industrial development.

e. The present and probable future service needs of the area.

f. Local governmental agencies presently providing services to such area and the present level, range and adequacy of services provided by such existing local governmental agencies.

g. The existence of social and economic interdependence and interaction between the area within the boundaries of a local governmental agency and the area which surrounds it and which could be considered within the agency's sphere of influence.

h. The existence of agricultural preserves in the area which could be considered within an agency's sphere of influence and the effect on maintaining the physical and economic integrity of such preserves in the event that such preserves are within a sphere of influence of a local governmental agency."

3. "The Commission shall periodically review and update the spheres of influence developed and determined by them."

4. "The spheres of influence, after adoption, shall be used by the commission as a factor in making regular decisions on proposals over which it has jurisdiction. The commission may recommend governmental reorganizations to particular agencies in the county, using the spheres of influence as the basis for such recommendations...."

II

DEFINITIONS

1. County: San Mateo County.
2. Essential Services: Those basic services necessary to protect the health, safety, and general well-being of a community, including but not limited to police, fire, water, sanitation, etc.
3. General Purpose Government: A city or county government.
4. LAFCo: San Mateo Local Agency Formation Commission.
5. Local Agency: A city or a special district.
6. Regional Agencies: Association of Bay Area Governments, Central Coast Regional Coastal Zone Conservation Commission, etc.
7. Sphere of Influence: A plan for the probable ultimate physical boundaries and service area of a local agency.
8. Urban Services: Those services which are provided to an urban area including, but not limited to, essential services.

9. Urbanization: The individual or cumulative development causing a rural, less populated area, to change into a more densely populated urban area: See Urbanized Areas.

10. Urbanized Areas:

a. Incorporated areas of 2,500 inhabitants or more as enumerated in the most recent census.

b. Incorporated areas of less than 2,500 inhabitants which form a contiguous boundary with incorporated areas of at least 25,000 inhabitants or which share a boundary with other incorporated areas which do have a contiguous boundary with municipalities of at least 25,000 inhabitants.

c. An unincorporated area of 400 or more inhabitants, or a chain of unincorporated areas in a closely settled area, which are adjacent to an incorporated place of at least 4,000 inhabitants shall be considered urban.

d. Unincorporated enclaves within an area defined as urban shall also be classified as urban.

11. Agricultural Preserve: An area as defined in subdivision [d] of Section 51201 of the Government Code.

III

GENERAL

1. It is the intent of LAFCo to support the viability of local governmental agencies providing essential services. Local agencies should be so constituted and organized as to best provide for the economic and social needs of the county and its communities, efficient governmental services for orderly land use development, and controls required to conserve environmental resources. The public interest will be served by considereding "resources" in a broad sense to include ecological factors, such as open space, wild life and agricultural productivity, in addition to the commonly accepted elements of land, water and air. LAFCo intends for its sphere of influence plans to serve as a master plan for the future organization of local government within this metropolitan county.

2. It is an intention of LAFCo to use spheres of influence as a tool to discourage urban sprawl as well as to encourage the orderly changes of organization of local government agencies.

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including annexations, consolidations, formations and reorganizations. LAFCo recognizes the inter-relationship of spheres of influence, annexations and other changes of organization, market values for land, and pressures for the premature development of undeveloped land. For example, annexation to a local agency of territory outside that agency's sphere of influence will inevitably increase property values and assessments of similarly-situated territory, thus artificially creating pressures for premature development.

3. LAFCo recognizes the limited usefulness of long-term projections. The accuracy of projections decreases with an increasing number of years from the date of the projection. Consequently, the spheres of influence adopted by LAFCo delineate limits for probable future growth within the next twenty years as reflected in the general plans of the various cities and the county.

4. Once established, a sphere of influence shall be a declaration of policy which shall be a primary guide to LAFCo in the determination of any proposal concerning incorporated cities or special districts and territory adjacent thereto. Any such sphere of influence may be amended from time to time and its application in any particular case shall depend upon its applicability under the precise facts of that particular case. If LAFCo approves a change of organization inconsistent with the adopted sphere of influence of a local agency, LAFCo shall amend the sphere of influence of that local agency at the time of approval.

5. LAFCo discourages the proliferation of local governmental agencies and the existence of overlapping public service responsibilities. The formation of new special districts within existing city or special district spheres of influence is to be discouraged.

6. It is the intent of LAFCo to encourage the rationalization of local government through the elimination or consolidation of small, single-purpose districts. Wherever the full range of urban services is required, general-purpose governments are preferred to special districts for the provision of services.

7. LAFCo recognizes that some political boundaries may be artificial, dividing what may, in fact, be a single community or communities. Existing local government agencies are encouraged to investigate the feasibility of political and functional consolidation in implementation of LAFCo spheres of influence determinations.

8. An existing local agency may be allocated a zero sphere of influence which encompasses no territory. Such may be the case where LAFCo determines after due consideration of all factors that the public service responsibilities and functions of one local agency should be re-allocated to some other unit of government and that, ultimately, the local agency which has been assigned a "zero sphere of influence" should cease to exist.

9. LAFCo recognizes that there may be significant inter-dependency among service decisions and other aspects of policy determination. In urban areas requiring the full range of urban services, services should be provided and decisions made by a single, general purpose government rather than by overlapping local agencies. All lands for new subdivision or industrial development having a limited geographic impact and which are within a designated city sphere of influence should be annexed to the city prior to development.

10. Existing, highly urbanized, unincorporated areas with special financial and social problems may be the subject for a special designation of "lands under study" until such time as a final decision may be reached as to how the area should be provided urban services.

11. All areas within the county not included within a city sphere of influence should not be subject to urbanization until such time as a complete study can be made by the appropriate planning and administrative departments of the county, adjacent cities and LAFCo.

12. Areas designated for open space, recreation, or the preservation of the natural or land resources (i.e., agricultural preserves) within the county by regional agencies, the county or local agencies and not assigned to the sphere of influence of a local agency shall not be considered eligible for an extension of an urban level of services.

13. The San Mateo Local Agency Formation Commission shall adopt, amend, or revise spheres of influence after a public hearing called and held for that purpose. At least 15 days prior to the date of any such hearing, the Executive Officer shall give mailed notice of hearing to each affected local agency and the County, and to any interested party who has filed a written request for such notice with the Executive Officer. In addition, at least 15 days prior to the date of any such hearing,

the Executive Officer shall cause notice of the hearing to be published in a newspaper of general circulation which is circulated within the territory affected by the sphere of influence proposed to be adopted.

LAFCo may continue from time to time any sphere of influence hearing. At any sphere of influence hearing, LAFCo shall hear and consider oral or written testimony presented by any affected local agency, the County, or any interested person who wishes to appear.

14. All previously adopted standards for evaluation of spheres of influence are hereby repealed.

IV

ALLOCATION OF TERRITORY TO CITY SPHERES OF INFLUENCE

1. Among the factors to be considered by LAFCo in determining spheres of influence are those more fully enumerated in Section 54774 of the Knox-Nisbet Act.

2. Before assignment of an unincorporated urbanized area to a city is made, the city should be able to demonstrate that they have the financial capabilities to adequately provide the necessary urban services (i.e., police, fire, water, sanitary, recreation, and storm drainage, etc.); or that the required services are already being provided by private companies or larger multi-purpose special districts.

3. LAFCo will consider which city will naturally or most likely inherit and can best cope with the problems resulting from urbanization. Among those problems LAFCo may consider the following factors:

   a. The source of automobile, bus and truck traffic causing congestion.

   b. Impacts of residential, commercial, and industrial noise and artificial lighting.

   c. Methods available for the preservation and development of a stable economic, social and ethnic balance.

   d. Methods available to the local agency which can provide a broad base for citizen participation.

   e. Policies and practices of the local agency which can provide for the preservation and development of a balance between residential, commercial, industrial, agricultural and open space land uses.

   f. Topographic factors.

4. Consideration should be given to the effect of the growth of the city and the extension of urban services on the county government structure as well as adjacent single and multiple purpose districts, and the adjacent cities.

5. Consideration should be given to the existence of agricultural preserves and open space lands in the area and the effect of the growth of the city and the extension of urban services on or adjacent to existing open space lands, agricultural lands and agricultural preserves. Such consideration shall include but not be limited to the physical and economic impacts on such lands and the ability of maintaining the viability and economic integrity of lands in an agricultural preserve.

6. Ultimate city boundaries should not create islands or corridors unless these areas are designated or reserved for open space or regional facilities which are best left unincorporated.

7. An analysis should be made of the need for the established community, city and special district services; the present cost and adequacy of governmental services; probable future needs for such services; probable effect of the immediate and long range development within the proposed sphere of influence.

8. Consideration should be given to alternate courses of action for providing urban governmental services, and to their fiscal and economic consequences.

9. Studies should be made of population, population density and proximity to other populated areas; land use and land area; per capita assessed valuation; and per capita income.

10. Publicly owned properties, other than city facilities, which require urban services such as police and fire protection (convention centers, airports, race tracks, regional parks) should be analyzed on an individual basis before they are included or excluded from the corporate limits of a city. If the facility is to be included, consideration should be given to alternatives in which the public agency owning the property can pay the subject city an equitable sum in lieu of taxes to offset the cost of the urban services.

11. The intent of each city's prezoning policies and plans should be reviewed as to how they relate to the areas designated as open space by a regional agency or the County General Plan. LAFCo should call attention to inconsistencies among city, county, and regional general plans and strive to get the affected jurisdictions to reconcile the differences.

V

ALLOCATION OF TERRITORY TO SPECIAL DISTRICT SPHERES OF INFLUENCE

1. Among the factors to be considered by LAFCo in determining spheres of influence are those more fully enumerated in Section 54774 of the Knox-Nisbet Act.

2. Before assignment is made, the district should be able to demonstrate that they have the financial capabilities to adequately provide its specific service.

3. LAFCo will consider which district will naturally or most likely inherit and can best cope with the problems resulting from present and projected land uses. Among those problems LAFCo may consider the following factors:

   a. The source of automobile, bus and truck traffic causing congestion.

   b. Impacts of residential, commercial, and industrial noise and artificial lighting.

   c. Methods available for the preservation and development of a stable economic, social and ethnic balance.

   d. Methods available to the local agency which can provide a broad base for citizen participation.

   e. Policies and practices of the local agency which can provide for the preservation and development of a balance between residential, commercial, industrial and open space land uses.

   f. Topographic factors.

4. Consideration should be given to the effect of the growth of the district and the extension of services on the County government structure as well as adjacent single and multiple purpose districts and the adjacent overlapping cities.

5. Ultimate district boundaries should not create islands or corridors unless these areas are designated or reserved for

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open space or regional facilities which are best left without the provision of services.

6. An analysis should be made of the need for the established community, city, and special district services; the present cost and adequacy of governmental services; probable future needs for such services; probable effect of the immediate and long range development within the proposed sphere of influence.

7. Consideration should be given to alternate courses of action for providing urban governmental services, and to their fiscal and economic consequences.

8. Studies should be made of population, population density and proximity to other populated areas; land use and land area; per capita assessed valuation; and per capita income.

9. Publicly owned properties, other than city facilities, which require urban services such as police and fire protection (convention centers, airports, race tracks, urban parks) should be analyzed on an individual basis before they are included or excluded from the corporate limits of a special district. If the facility is to be included, consideration should be given to alternatives in which the public agency owning the property can pay the subject district an equitable sum in lieu of taxes to offset the cost of the urban services.

10. The intent of each special district's plans for extending services should be reviewed as to how they relate to each city's prezoning policies and plans and the areas designated as open space by a regional agency or the County General Plan, and each city's General Plan. LAFCo should call attention to inconsistencies between city, county, regional General Plans and special district plans and strive to get the affected jurisdictions to reconcile the differences.

11. Special districts are the appropriate agencies to provide essential services in areas in which only a limited range of services is required or, if a full range of urban services is required and where it is not feasible for those services to be provided by a single city.

12. Where a special district is coterminous with, or lies substantially within, the boundary or sphere of influence of a general purpose government which is capable of assuming the public service responsibilities and functions of that special district, the special district may be allocated a designation of a zero influence which encompasses no territory.

13. Where it is feasible, cities should be encouraged to expand the types of services which they can provide if no multi-city single-purpose or multi-purpose special district is available.

14. Where two or more single-purpose special districts providing the same service are contiguous, those districts may be allocated a consolidated sphere of influence to include the areas served by both districts. This would be the case where LAFCo believes that the particular service should be provided to the entire area by a single local agency.

15. The provision of essential services to multi-city areas may be a role for special districts within urban areas if the affected cities are unable to make contractual arrangements for the similar provision of services by a single, service-vending city or the county. Where such services are or could be available from a single, service-vending city or the county, a special district may be allocated a zero sphere of influence encompassing no territory.

16. Where two or more single-purpose special districts provide services to substantially the same area, they may be allocated zero spheres of influence encompassing no territory. This would indicate the belief of LAFCo that the existing districts should merge with an existing city or cities, or that they consolidate into a single, multi-purpose special district. The provision of services by multi-purpose local agencies is to be preferred over the provision of those services by overlapping, single-purpose special districts.

17. Non-essential services should not be provided by special districts unless there is no other mechanism for the provision of those services. Rather, the responsibility for the provision of those services should belong solely to a general-purpose government which has a mandate to weigh priorities of competing uses for tax revenues.

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VI

URBAN SERVICE AREAS

1. Urban Service Areas. Spheres of influence adopted by LAFCo delineate limits for probable future growth within the next twenty years as reflected in the general plans of the various cities and the county. In order to avoid urban sprawl within a sphere of influence, urban growth within a sphere of influence should be compact, thereby preserving future land use options. Within each city sphere of influence, an urban service area boundary shall be designated by LAFCo. Urban service areas consist of territory now served by urban facilities, utilities and service agencies, or capable of receiving such services within the next five years, and include the following:

   a. Urbanized Areas. This includes all existing areas, either incorporated or unincorporated, developed to urban densities.

   b. Urban Expansion Areas. This consists of vacant land, either incorporated or unincorporated, which is capable of holding urban growth expected within the next five years.

   The territory included within urban service areas will be considered by LAFCo to be eligible for annexation to receive urban services within five years. Consideration will be given to city and special district willingness to provide needed services with related time schedules for planned expansion of services within specified time increments. Consideration will be given evidence that a city or special district has or will have the resource capability beyond its own internal needs to provide service within an urban expansion area. Cities and special districts are encouraged to develop Capital Improvement Programs and other plans for the phased extension of services to assist LAFCo in determining logical urban service area boundaries.

2. Urban Transition Areas. Transition areas consist of the residual lands between designated urban service areas and the ultimate sphere of influence boundary. This land will most likely be used for urban expansion within approximately five to fifteen years. LAFCo disfavors and seeks to discourage pressures for the premature, sprawling development of land within urban transition areas. Therefore, territory included within urban transition areas, but not within urban service areas generally, will not be considered eligible for annexation to receive urban services within five years.

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APPENDIX B

Legal Service Capabilities of Public Agencies

Key

X Has Legal Capability

	COUNTY	CITY	COMMUNITY MAIN. DIST.	COMMUNITY SERV. DIST.	CO. SANITATION DIST.	COUNTY SERVICE AREA	COUNTY WATER DISTRICT	CO. WATERWORKS DIST.	FIRE PROTECTION DIST.	GARB. & REF. DISP. 4/	HARBOR DISTRICT	HIGHWAY LIGHTING DIST.	HOSPITAL DISTRICT
EMERGENCY SERVICES													
Police Services	X	X		X		X							
Patrol, Surveillance, Response	X	X		X		X							
Prevention and Community Relations	X	X		X		X							
Investigation and Detection	X	X		X		X							
Records and Identification	X	X		X		X							
Technical Services (Lab., Training)	X	X		X		X							
Detention	X	X		X		X							
Traffic Control		X		X		X							
Fire Services		X		X		X			X				
Prevention (Codes, Inspection, Education, Research)	X	X		X		X 2			X				
Control	X	X		X		X	X		X				
Detection	X	X		X		X	X		X				
Attack and Rescue	X	X		X		X	X		X				
Support (Equip. Mainte. Training)	X	X		X		X	X		X				
Ambulance				X 1		X	X		X				X 9
Dispatch and Communications	X	X		X		X	X		X				
WATER SUPPLY	X	X		X		X	X	X					
Conservation and Reclamation	X	X				X	X	X					
Production	X	X				X	X	X					
Treatment	X	X				X	X	X					
Distribution	X	X		X		X	X	X					
SANITARY WASTE DISPOSAL													
Collection	X	X 3		X	X	X	X						
Treatment	X	X		X	X	X	X						
Disposal	X	X		X	X	X	X						
Reclamation	X	X				X							
SOLID WASTE DISPOSAL													
Collection	X	X		X		X							
Street Sweeping	X	X			X	X							
Disposal	X	X		X	X	X				X			
COMPREHENSIVE PLANNING AND LAND USE CONTROL													
Information, Research, Policy Guidance	X	X											
Enforcement	X	X											
Budgeting	X	X											
LEISURE TIME SERVICES													
Library	X	X		X		X							
Parks, Open Space Development, Maintenance	X	X		X		X	6						
Youth Recreactional Facilities & Programs	X	X		X		X	X						
Playgrounds, Playfields	X	X		X		X							
Indoor Facilities	X	X		X		X	6						
Adult Recreational Facilities & Programs	X	X		X		X	X				9		
Harbor -Const., Mainte., Administration	X	X								X			
TRANSPORTATION													
Intercommunity Road Maintenance, Const.	X	X				X							
Local Streets			5										
Maintenance, Construction	X	X	X 8	X		X						7	
Lighting	X	X	X 8	X		X					X		
Control, Accident Prevention	X	X				X							
Public Transit	X	X				X							
Public Airports- Construction & Maintenance	X	X		X									
GENERAL ADMINISTRATION AND MANAGEMENT	X	X											
OTHER													
Mosquito Abatement	X	X		X		X 3							
Television Translator Stations						X							

APPENDIX B

OVERALL ECONOMIC DEVELOPMENT PROGRAM

LEGAL SERVICE CAPABILITIES OF PUBLIC AGENCIES

Key

X Has Legal Capability

	Improvement District 6/	Mosquito Abatement 1/	Police Protection Dist.	Public Utility District	Reclamation District	Recreation & Parks	Resource Cons. Dist.	Sanitary District	Sewer Maintenance Dist.
EMERGENCY SERVICES									
Police Services	X								
Patrol, Surveillance, Response	X		X						
Prevention and Community Relations	X		X						
Investigation and Detection	X		X						
Records and Identification	X		X						
Technical Services (Lab., Training)	X		X						
Detention	X		X						
Traffic Control	X		X						
Fire Services									
Prevention (Codes, Inspection, Education, Research)	X			X		X			
Control	X			X		X			
Detection	X			X		X			
Attack and Rescue	X			X		X			
Support (Equipment Maintenance and Training)	X			X		X			
Dispatch and Communications				X		X			
WATER SUPPLY							5/		
Conservation and Reclamation				X			X	X	
Production	X			X					
Treatment	X			X				5/	
Distribution	X			X			X	X	
									2/
SANITARY WASTE DISPOSAL								X	X
Collection	X							X	
Treatment	X							X	
Disposal	X			X				X	
Reclamation								X	
SOLID WASTE DISPOSAL									
Collection	X					X		X	
Street Sweeping									
Disposal	X			X		X		X	
COMPREHENSIVE PLANNING AND LAND USE CONTROL									
Information, Research, Policy Guidance									
Enforcement									
Budgeting									
LEISURE TIME SERVICES									
Library		3/			1/				
Parks, Open Space Development, Maintenance	X			X	X				
Youth Recreational Facilities & Programs	X			X		X			
Playgrounds, Playfields	X			X		X			
Indoor Facilities				X		X			
Adult Recreational Facilities & Programs				X		X			
TRANSPORTATION									
Intercommunity Road Maintenance, Const.									
Local Streets		4/			4/				
Maintenance, Construction	X			X					
Lighting	X			X		X			
Control, Accident Prevention									
Public Transit				X					
GENERAL ADMINISTRATION AND MANAGEMENT									

1. Extermination of mosquitos, flies and other insects, rats. Undertakes algae research, control and monitoring projects.
2. Powers include the cleaning, repair, reconstruction, renewal, replacement, operation and maintenance of lateral and connecting sewers in it. May also contract for joint acquisition, construction or use of sewage facilities.
3. Powers include reclaiming and protecting lands from overflow and flood waters including the power to irrigate land both inside and outside district.
4. Includes only works to provide for the drainage of roads, streets, and public places, including but not limited to, curbs, gutters, sidewalks, and pavement of streets.
5. Powers include operating any soil conservation, water conservation, water distribution, erosion control or erosion prevention project in the district.
6. The Estero and Guadalupe Valley Municipal Improvement Districts are both Special Acts of the Legislature.

1. If majority of voters in the district, voting in an election, approve.
2. Structural fire protection.
3. Television translator station facilities and service.
4. No new districts have been formed since October 1, 1961.
5. Maintenance of improvements constructed under the Improvement Act of 1911, including landscaping, lighting and sewers. Maintenance includes replacement of obsolete equipment. (Refer to #5101 for improvements authorized.)
6. A district may use any water under its control for recreational purposes and in connection therewith may acquire, construct, maintain and operate any works or facilities appropriate or ancillary to the recreational use of water.
7. Powers almost identical to County Maintenance District, except confined to maintenance of lighting; not tied to 1911 Improvement Act.
8. Provides hospital services, including nursing homes and other incidental facilities.
9. Section 6075 of the Harbor and Navigation Code authorizes a harbor district to acquire, construct, own, operate, control or develop harbor works or facilities within its physical boundaries. Additionally, a harbor district has enumerated powers ancillary to harbor development and operation, including the acquisition and operation of warehouses, grain elevators, bunkering facilities, belt line railroads, and other harbor-related facilities.

APPENDIX C

APPENDIX C

SAN MATEO LOCAL AGENCY FORMATION COMMISSION

NEGATIVE DECLARATION

Pursuant to the Regulations and Procedures for the Implementation of the California Environmental Quality Act of 1970 adopted by this Commission, B. Sherman Coffman, Executive Officer, has conducted an environmental assessment on the following sphere of influence study and finds that it will not have a significant effect on the environment.

DESCRIPTION OF PROJECT: The proposed project as defined by CEQA and as used within this study constitutes the adoption of a set of sphere of influence designations for the Cities of Brisbane and Daly City (review and update), the Bayshore Sanitary District (review and update), County Service Area Number 9, the Dimond Public Utility District (review and update), and the Guadalupe Valley Municipal Improvement District (GVMID).

REASONS IN SUPPORT OF THIS FINDING: A sphere of influence determination is not a plan for the development of a defined parcel of land or a general area, but rather a factor to be considered in reviewing future proposals before the Formation Commission. A sphere of influence is not an irrevocable action and may be revised in the future by the Commission. The areas in this project designated within an agency's sphere of influence are significantly developed and already receiving a full range of urban services, or already lie within the affected agency's existing jurisdiction. The organizational changes which may result from this study and sphere of influence recommendations will not result in any significant adverse environmental impacts. Should specific proposals be presented in the future, which would call for the annexation and/or development of any of these properties, a new and independent environmental assessment will necessarily be conducted, and the appropriate environmental document will be prepared at that time. Any attempt in the future to change any of the existing land uses of the subject territories would be considered "a project" under CEQA and thus subject to all the rules and regulations of that Act. The adoption of the recommended sphere of influence recommendations contained in this report, or any modifications made thereof, will in effect have no adverse environmental impacts. In addition, the proposed sphere of influence program will not:

(1) Create impacts which have the potential to degrade the quality of the environment or curtail the range of the environment;

(2) Create impacts which achieve short-term, to the disadvantage of long-term, environmental goals;

(3) Create impacts which are individually limited, but cumulatively considerable;

(4) Create environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly.

Date: Sept. 28, 1979

B. SHERMAN COFFMAN
Executive Officer

APPENDIX D

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